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**AMERICAN PLANNING
AND CIVIC ANNUAL**



OLD NEW ORLEANS

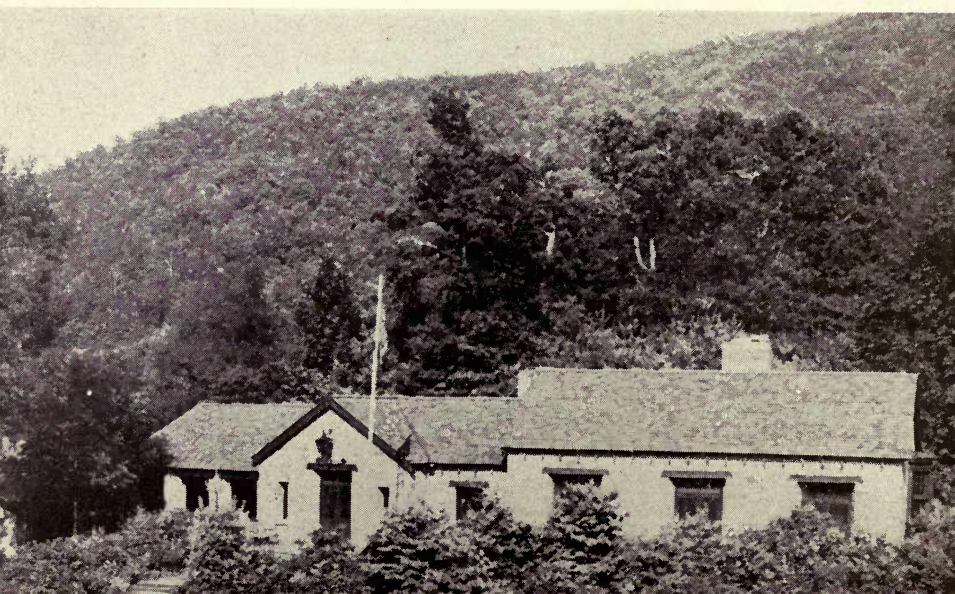
The Cabildo shown below was constructed in 1795 and originally housed the Spanish governing body of that day. Beneath its roof was enacted the final signing of the Louisiana Purchase.





Franklin D. Roosevelt State Park, near Chipley, Ga.

Walasiyi Inn, Vogel State Park, Ga.



AMERICAN PLANNING AND CIVIC ANNUAL

A RECORD OF RECENT CIVIC ADVANCE IN THE
FIELDS OF PLANNING, PARKS, HOUSING, NEIGH-
BORHOOD IMPROVEMENT AND CONSERVATION
OF NATURAL RESOURCES, INCLUDING ADDRESSES
DELIVERED AT THE NATIONAL CITIZENS CON-
FERENCE ON METROPOLITAN PLANNING HELD
AT NEW ORLEANS, LOUISIANA, MARCH 11-14, 1953
AND SEVERAL ADDRESSES DELIVERED AT THE
33rd ANNUAL MEETING OF THE NATIONAL CON-
FERENCE ON STATE PARKS HELD IN THE GEORGIA
VETERANS STATE PARK AT CORDELE, GEORGIA,
OCTOBER 12-17, 1953, INCLUDING THE ROLL CALL
OF THE STATES.

EDITED BY

HARLEAN JAMES

AMERICAN PLANNING AND
CIVIC ASSOCIATION

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The purpose of the AMERICAN PLANNING AND CIVIC ASSOCIATION is the education of the American people to an understanding and appreciation of: local, state, regional and national planning for the best use of urban and rural land, and of water and other natural resources; the safeguarding and planned use of local and national parks; the conservation of natural scenery; the improvement of living conditions and the fostering of wider educational facilities in schools and colleges in the fields of planning and conservation.

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PREFACE

THIS year the American Planning and Civic Association's National Citizens Conference in New Orleans stressed Metropolitan and Regional Planning and discussed not only the making of competent plans but the role of citizen leaders and citizen members of planning commissions in realizing the adoption of sound plans through a series of authorized projects. We are, therefore, departing from the method of presentation we have followed in former years of classifying our material under Federal, state and local activities.

We are also presenting, appended to this Preface, a report made to the Members of the Lincoln, Nebraska Planning Commission by Planning Engineer, Paul C. Watt, who told his Commission somewhat in detail about the New Orleans Conference which he had attended to show a significant educational film on the history of Lincoln's growth and occupancy which brought home to the citizens throughout the city why and how city planning is correcting the mistakes of the past and directing the development of the future.

In addition to the excellent coverage by the New Orleans newspapers, we were gratified that the Washington *Evening Star*, the Memphis *Press-Scimitar* and the *Archilectural Record* sent representatives to cover the proceedings.

From the 33rd Annual Meeting of the National Conference on State Parks in Georgia we present, as usual, the Roll Call of the States outlining progress in state parks. We also present the Message from the Secretary of the Interior Douglas McKay and the Welcome of Governor Talmadge of Georgia together with the papers presented on "What is the Best Method of Financing State Park Systems?" For other addresses delivered at the Conference see the December, 1953 issue of PLANNING AND CIVIC COMMENT.

HARLEAN JAMES, *Editor*

REPORT OF PAUL C. WATT, TO MEMBERS OF THE LINCOLN CITY PLANNING COMMISSION

The primary reason for my attending this Conference, as you know, was to show the two slide films we are using in our educational program. The Program Committee of the American Planning and Civic Association had heard of them and felt that they would be helpful to other planning groups across the country, particularly as they were the first of their kind to be prepared in the planning field.

The films, along with a short discourse on the cost, procedure and effect, were shown during the opening session and were enthusiastically

received by the entire Conference. General Ulysses S. Grant 3rd, who is the President of the American Planning and Civic Association and was presiding at that session, stated:—"this is the first successful attempt I have seen of citizen education beginning at the grass root level." During the Conference nearly everyone there spoke to me praising the films and in turn the Planning Commission for their efforts toward this important field of citizen education. Mayor Morrison of New Orleans, on seeing the films, turned to his Director of Planning and told him to get busy and have something similar prepared to take into neighborhood groups.

It was interesting to observe that the theme of the entire Conference seemed to be how to educate the citizens of our communities in planning and related fields. Even though the panels and discussions were not always specifically on this subject they would invariably seem to end in discussing how to get the information to the people.

This Conference was unique in that it was programmed for both citizens, whether they be Planning Commissioners, Mayors, Councilmen, or just interested citizens and Planning Technicians. I might point out that there were a number from each of the above mentioned groups in attendance. The discussion periods were of greatest benefit because both of these points of view were in evidence at all times. There was not an over-emphasis of the technical as against the citizen lay viewpoint.

I would like briefly to report on a few of the sessions that I believe would interest you and also be helpful in your role as a Planning Commissioner. Incidentally, one of the better panel discussions was titled;—"The Role of the Planning Commissioner." The members of this panel were all Planning Commission members except for one Planning Engineer. Each participant spoke briefly on the role of the Commission member.

In general, it was felt that the Planning Commissioner must be a person who sees beyond the popular thinking. This person must be a form of educator constantly devising methods of getting their program across to the general public. It was strongly emphasized that the Commissioner have the city-wide viewpoint in serving on the Commission, rather than to serve a given small group or area. It was the conclusion of many there that this was the pitfall that too many of our Planning Commissions fall into today.

Considerable time was given to discussing procedures and how to best hold the interest of the Planning Commission members. It was pointed out by several that too often a Commission unconsciously evolves into a purely routine administrative body which becomes monotonous, uninteresting and time consuming, rather than furthering the long-range planning outlook which of course was the major function. Two solutions to this problem were discussed. First, it was considered

most essential periodically to take time out to view the efforts of the Commission relating to the long-range program,—to be sure it is flexible enough or that time hasn't changed any important phases of the plan. Secondly, concerning the administrative function which is just as important, emphasis was placed on well organized committee operation in this area. This is comparable to the committees we have set up in the Lincoln Commission. However, it was stressed that these committees should have reasonably regular meetings and bring reports back to the Commission as a whole for their action.

Notable emphasis was placed on the benefits received by visiting other Commissions and staff in neighboring cities. It was pointed out that many times this exchange of ideas resulted in more efficient operation.

Zoning matters were thoroughly discussed during the Conference. A two hour round table was held each morning where most every problem we are facing here in Lincoln was discussed. In following these discussions by both observing and participating, it was evident that we are approaching the zoning problem here in Lincoln in a logical manner.

A great amount of time was given to discussing a phase of zoning that we have not even considered in Lincoln, and one that I hope we are not ready to consider. This question is whether we have arrived at the point where we are going to not only have to set a minimum lot area, but also a minimum square-foot floor area in the residential districts. This type of zoning is already being carried out in the East. The zoning authorities base their case that because of the dense population, the rapid decentralization and the development of large subdivisions with low cost construction, the tax structure of the communities is being undermined. The courts have already upheld zoning of this type under the police power stating that it is to the general welfare of the public that a stable tax structure be maintained. As you can imagine, there was lively debate on this subject, nevertheless, it is something for us to think about. It was also the opinion of the same authorities that it will not be too long before aesthetic considerations will be a basis for zoning. It is the feeling that this is a proper function of zoning.

There were two interesting sessions on the content of a City Plan and City-County Commissions which were very informative. One of the high points of these sessions was a talk by Mr. Arthur Rubloff of Chicago, one of the largest shopping center promoters in the country. He is now building the "Magnificent Mile" in Chicago, costing well over \$15,000,000. He also built the "Evergreen Plaza" development there. His talk was on decentralization and its effect on our cities. Along with this theme he interjected a belief that we are becoming highly over-commercialized in this country. It is his thought that out-lying shopping centers, having from 15 to 50 units, are being built in most of our cities without exercising the exhaustive studies so necessary in locat-

ing such facilities. Consequently, both the promoter and the city are feeling the impact in many parts of the country. Mr. Rubloff pointed out specific cities where the tax structure had been so undermined by this type of development that they are now in a bad way. Decentralization of this type, with a result in dip in assessed evaluation in a central city is referred to as:—"Killing the Goose that lays the Golden Egg." In most of our cities from 16 to 25 percent (23 percent in Lincoln) of the assessed evaluation is in the central city. The losses by decentralization are never made up in the new areas, consequently, the difference is spread to the already over-loaded average tax payer.

Mr. Rubloff believed that there is going to be a "Resurrection" of our central business areas. The reasons he gave were—first, there are only so many spendable dollars in any city no matter how many stores are provided. His theory is that there should be better stores rather than more stores. The more out-lying centers which are built or the continued extension of "Strip Commercial" means that competition will take its toll and the result will be a certain number of sub-standard commercial areas. In fact, he pointed out that many of the operators who built out-lying branch stores are just beginning to find out what it is costing them to be in competition with themselves. The second reason he gave was the emphasis on off-street parking which is in itself sound. However, many think that because they have great areas of off-street parking they are set. They forget that you must have arterial streets that can permit the cars that will use this parking to travel to and from these areas. This difficulty in reaching the commercial centers is also taking its toll.

I had a chance to talk with Mr. Rubloff for a few moments and told him of our problem here in Lincoln where many think we should have one or two large out-lying shopping centers. His answer was that it will take 150,000 population within a three mile radius to support a 10 to 15 unit commercial center. He felt we should continue to do everything possible to retain a vigorous central business area as we did not have the population potential to think of anything else at this time.

Other important subjects discussed were the effects of the automobile, present and future, in relation to our open spaces or park areas and various media used in citizen education. The other subject on the automobile and its relation to the open spaces is not as big a factor in the local scene here as in other areas. It was referred to by the panel as:—"Carthritis." In many cities the local officials believe the only cure to be in taking the downtown park areas and making them into parking lots. This procedure is vigorously opposed by many planners.

As a whole, I thought this was a most worthwhile Conference and I hope that some of you can attend a future meeting.

New Orleans

ADDRESS OF WELCOME

GERVAIS F. FAVROT, Chairman, City Planning and Zoning Commission

General Grant, Mayor Morrison, Miss James, Members of the American Planning and Civic Association, Ladies and Gentlemen:

Today marks an important milestone in the planning progress of the City of New Orleans. I take great personal and genuine pride in extending to you a hearty welcome to the first National Conference on Planning ever held in our city.

Yesterday, on the tour, you were shown the physical characteristics of New Orleans, the overpasses, the underpasses, the schools, the parks and playgrounds and all of the other requisites for the growth of a city. But behind the physical aspects there is another less obvious but no less important area of planning, and that is "*Coordination.*" We could not show you this aspect on a tour. It's something you will sense or feel as the conference progresses.

Because the many boards, commissions, and agencies in this and other cities, all have certain planning functions, the job of centralized planning is very difficult. I am not a planning technician, but I can tell you something I have learned in past years serving as Chairman of the Planning and Zoning Commission and that is this: Unless a community combines its political, technical and sociological thinking along the lines of a single comprehensive plan, the best plan in the world will never be successful.

My father was intensely interested in the first Citizens' Planning movement in this city and, as Chairman, led this Citizens' group from 1916 to 1939. During this period the Planning and Zoning Commission was created and the 1926-30 City Plan surveys were completed. During the following ten years considerable progress was made by various executive groups along lines recommended in these unpublished plans. However, due to lack of general understanding and coordination, this city could not maintain a good, workable comprehensive plan.

Seated at the table with me today is one of the most progressive Mayors in our country. He probably knows as much about planning as any of our technicians. That he, and members of our Commission Council, believe in comprehensive planning is evidenced by their votes cast in the Council Chamber over the last six or eight years. So, we are fortunate here to have a political governing body that does believe in comprehensive planning and we believe they will continue to support it.

The technical phase of our municipal planning is well represented, in addition to our staff of technicians, by the Planning Advisory Committee, organized by our Commission and composed of all department heads of local government. This committee sits in session every Thursday afternoon for three or four hours and discusses every conceivable

planning problem. Our community owes a lot to the members of this committee who are being called upon continually to reconcile the two schools of thought existing in our city; the school which would like to see everything of the past preserved with no progress, and the school which would like to see the past and the beautiful subordinated completely to progress and the requirements of modern life. The Planning Advisory Committee is doing a splendid job and the Planning and Zoning Commission is relying on its advice more and more.

Last, but most important, is the sociological phase of planning—the people themselves—often referred to by planning experts as “Citizens’ participation.” This vast group is represented by our Citizens’ Planning Committee, composed of representatives of 16 business and civic organizations appointed by these organizations at the request of the Mayor and the Chairman of the City Planning and Zoning Commission. They are also doing a splendid job. This citizens’ group has just gone through the tremendous task of analyzing all details of our revised zoning law and is now ready to begin the study of the other phases of our comprehensive plan.

I’m glad that many of you had the opportunity yesterday of seeing the progress and development of this old and interesting city with the man who knows it perhaps better than anyone else—Mayor Morrison. You saw what we have and what we hope to complete here during the next five years because of the unity and team work we have developed.

I suggest that each of you, if possible, find time to talk with Mr. Kenneth King, our City Traffic Engineer, who is the Chairman of the Planning Advisory Committee, and other heads of City departments; Mr. Albert G. Wyler, our City Engineer, Mr. Wayne Stoffle (local architect) who is the Chairman of our Citizens’ Planning Committee, and with Mr. Charles Keller, Vice-Chairman, or any of the other members of this committee.

If possible, visit City Hall and discuss planning with the members of our Commission Council. I’m sure that you will then begin to sense the strong feeling of coordination and cooperation that exists today in our city. And because of it, I can say that I am positive the comprehensive plan for our city will be adopted some time by the middle of 1954, and that overall planning from this point on will have its positive element emphasized.

I could stand here and talk for many hours on the physical aspects of our planning—what we are doing and how we are doing it—but in conclusion, I would like to say that unity and team work are so vital to community planning that they can never be stressed too strongly. That is the thought I’d like to leave with this gathering of planning people from throughout our country.

Once again, we welcome you. We hope your visit here will prove fruitful and most enjoyable.

PLANNING PROGRESS IN NEW ORLEANS

HON. DE LESSEPS S. MORRISON, Mayor of New Orleans

THE TRUE measure of successful planning is the execution of plans into completed projects. With this thought in mind, the year of 1953 has been a period of memorable and far-reaching progress and activity. So much has happened on so many fronts here in New Orleans that the task of summarizing our municipal and community advances is not an easy one.

Facts and figures already available indicate that 1953 will be recorded as the most productive and prosperous business year in the economic history of our city, and that most important, a new peacetime employment record will have been set.

The signs and symbols of this progress are all around us. You can see them everywhere. New buildings continue to add to the growing skyline; our world-renowned port is continuing to forge ahead of last year's record commerce. New industry continues to locate in our area, and public improvements are being completed and new projects continually planned.

This picture of planning progress in New Orleans falls into four general areas of activity, which I would sum up as follows:

1. Adoption of final recommendations by the City Planning and Zoning Commission for the new comprehensive zoning plan which charts the long-range growth and land use of the city.

2. Tremendous progress made in the greatest public improvements program in our history—the vast Union Terminal-Grade Separation project. The early part of 1954 will mark the consummation of the Union Passenger Station Plan after continuous planning on the project for many years. The Allied Grade Separation Program is continuing to move forward with 5 structures being completed prior to 1952, 6 being completed during 1952, and 2 more so far in 1953. Four more are under construction and will probably be completed before 1953 ends.

3. Continued development of the Civic Center area and plans for a new and modern City Hall.

4. Completion or undertaking of \$133 million worth of new or expanding manufacturing plants and the continued growth of our port and its commerce.

RECENT PLANNING ACHIEVEMENTS

LOUIS C. BISSO, Director of City Planning and Zoning, New Orleans

THE CITY PLANNING and Zoning Commission of New Orleans marked the year of 1953 as one of its busiest since the creation of the Commission in 1923.

The largest single achievement, by far, is the passage of the new comprehensive zoning ordinance in July which culminated some three years of study and research. This new zoning ordinance incorporates several innovations badly needed in the 1929 ordinance and also includes higher standards in general for all districts.

Good advances were made toward the adoption of Transit, Housing, Transportation, and Schools and Recreation plans. The early part of 1954 should see these phases of the overall plan adopted and playing their part in carrying out the "Comprehensive Plan" for New Orleans.

A new Minimum Standards Housing Ordinance was adopted and a concentrated effort is being directed toward achieving a "Rehabilitation Program" for New Orleans.

As in 1952, the services of the Citizens' Planning Committee and the Planning Advisory Committee of technicians were utilized to the utmost in order to secure "unity and teamwork"—two essential ingredients of sound city planning.

These committees gave generously of their time and knowledge in advising the Planning Commission on matters such as street plans for voidings, openings, rights-of-way, housing and zoning problems, etc., and the immense task of coordinating our overall plan with projects from other City departments that is rapidly changing the face of New Orleans.

NEW ORLEANS COORDINATION

M. WAYNE STOFFLE, Chairman, Citizens Planning Committee

THERE exists in the City of New Orleans today a nearly perfect example of the coordination of three elements of sound planning—the political, the technical and the sociological. The governing body has been cooperative in the extreme; the city planning and zoning commission has an expert technical staff; and the citizens' planning committee has an unusual degree of influence and autonomy.

This happy situation has not always existed. For many years this city was dominated by political thinking which gave little attention or support to the idea of proper city planning. However, with the advent of the present administration, things began looking up.

Several years ago the city engaged Harland Bartholomew and Associates as consultants for the revision and updating of the comprehensive city plan. Shortly after, the Mayor called upon 16 business, civic, professional and labor organizations to nominate two representatives each for a Citizens Planning Committee.

At our first meeting, we were greeted by the Mayor and the chairman of the city planning and zoning commission, and had the unusual experience of hearing them plead for the support and assistance of the individual citizen.

We proceeded to organize; but first, we insisted on two main points. First, the civic representatives were to serve as individual citizens, and not as advocates of their particular group. Second, this was to be no "rubber stamp" committee, and we were to have complete autonomy. Both of these requirements were agreed to and have been fulfilled.

Such importance was placed on the work of the committee that we were immediately requested to begin a detailed review and evaluation of the proposed zoning ordinance. This we have done—in great detail—for almost a year.

We have been given the necessary information in advance. We have visited the area concerned; we have discussed it among ourselves; we have attended meetings of interested groups and listened to their views. Then we have made our recommendations. In short, the zoning ordinance is not merely a product of the best technical advice we could get, plus an enlightened political approach, but it is the product of citizen participation. The plans are tailored to the people they are meant to serve.

In future months, we expect to review and make recommendations on other vital aspects of city planning—the location of schools, the planning of public transportation, public housing and urban redevelopment and so on. Our recommendations on these matters will go to the city commission council side by side with those of the technical staff of the city planning and zoning commission. And out of this three way citizen-technical-governmental cooperation, we will get better city planning.

As we look ahead, it is evident that we must set up for a permanent operation. And in the interim before we begin the next major phase of our work, we are drawing up rules of procedure and by-laws so that the business of the committee may be conducted in an efficient and orderly manner.

At the same time, we are calling upon all the participating organizations to interview their appointees to the committee. And in those instances where a nominee has missed three consecutive meetings of our group, to appoint someone who can give the degree of interest, time and activity that the importance of the work requires.

It has been said that eternal vigilance is the price of liberty. We can paraphrase that justly and say that eternal vigilance is also the price of good planning.

The Citizens Committee is determined that there shall be no slackening from the good start we have made. When the immediate job of revising the comprehensive plan has been completed, we will continue to call on citizen interest and participation in keeping the plan up to date.

We cannot walk away from the responsibility we have undertaken. Yet it is no burden; we shoulder it gladly, knowing that we have been privileged, as few citizens are, to help guide a great city toward a better life for all its people.

Louisiana—America's Best Buy

EDITOR'S NOTE.—At the Dinner given for the American Planning and Civic Association by the City of New Orleans, held at International House on Friday, March 13, 1953, Mr. Clay Shaw, Managing Director of the Louisiana Purchase Anniversary, summarized the article prepared by Mr. Charles Nutter for the Young Men's Business Club in New Orleans on September 3, 1952. Mr. Nutter is Managing Director of International House. The following is a summary of Mr. Nutter's article.

THE SIGNIFICANCE of the Louisiana Purchase is not generally recognized as the beginning of the power and prosperity of the United States which stemmed from the expansion beyond the Mississippi River to the Pacific Ocean. The Louisiana Purchase was probably the greatest development ever made in the capitalistic system we now enjoy. . .

The vast unknown territory west of the Mississippi River was a problem and a financial drain on European nations so long as it remained a colony. It had been so for two and a half centuries until the Americans acquired this area in 1803. Within a very short period after that, its real opportunity and resources began to be exploited. Soon, even the most bitter skeptics discovered that we had stumbled into the greatest real estate bargain in all history, when we acquired this area of some 900,000 square miles of territory at about four cents an acre. . .

The men who foresaw the significance of the acquisition of this territory and who carried it out in the face of antagonistic public opinion for the most part are among the greatest heroes of American history. Robert R. Livingston takes his place at the top of this list, along with President Thomas Jefferson, James Madison and James Monroe, the latter three of whom served their time as Presidents of the United States.

Suddenly presented the opportunity to acquire an area roughly as large as that already possessed by the United States for 15 million dollars, Livingston and Monroe negotiated the Purchase without authority, without money and without any idea of the exact boundaries of the territory they were purchasing. They feared that the Purchase would have a bad reaction in the United States and be vigorously opposed by political enemies. They knew that it would be extremely difficult to raise the money to pay Napoleon. They knew they lacked any semblance of authority to proceed, but they also knew that this was an opportunity that could not be passed by. Jefferson, after the original shock, saw the same facts and pushed the purchase through to ratification despite the Constitutional arguments raised against it. Even so, it passed Congress by less than a handful of votes. Had the opposition prevailed the Treaty would have failed and very likely the British would have moved in and taken over the Louisiana Purchase area, which at that time was garrisoned by less than fifty French soldiers. . .

Napoleon knew he had to dispose of Louisiana and he chose to sell

for a nominal price to the Americans as the best way of spiting his enemy the British. The American negotiators knew they had to purchase it in self-protection, although they had no instructions or authority to do so. The sale was contested and challenged immediately by both the British and Spanish governments, who claimed Napoleon's act was unofficial and the sale null and void, and this dispute was not settled until after the Treaty of Ghent in 1815 with final British capitulation. . .

The original Louisiana consisted of the entire territory drained by the Mississippi River and all of its tributaries, and an area in southeastern United States lying east of the Mississippi watershed and north of the Palm River, a small stream in central western Florida on Sarasota Bay. This original area consisted of approximately one half of the United States as we know it today, and was made up of all or parts of thirty-one states spread from New York, Pennsylvania, Maryland and Virginia westward to Idaho and Montana.

Louisiana came into being in a curious and colorful ceremony on the banks of the Mississippi River about ten miles from what is today Southwest Pass on April 9, 1682, 270 years ago. The great and learned French explorer and discoverer La Salle having descended the Mississippi River and Illinois River from the present location of Chicago claimed the whole watershed for his patron *via* a proclamation which is preserved in museums distant from Louisiana. . .

La Salle was 39 years old and this was the zenith of his career, although he subsequently founded the city of Chicago, and held the trading rights over the entire area he had claimed and named Louisiana. Ambition, debts and enemies pursued him his entire life. Commissioned by his King to settle Louisiana in 1686 he failed to find the mouth of the great Colbert or Mississippi River, and wound up in Texas. Eventually he was killed by one of his own men, a magnificent failure who had delivered to France an empire which was for a century an expensive headache to the two great world powers France and Spain.

This then, was the beginning of Louisiana, the richest, most productive, valuable and strategic area on earth, the acquisition of which by the United States started it toward world power and changed world history.

The truth is that in 1800 Louisiana still was a colonial pawn of European politics, little appreciated, poorly developed and settled, and of actual small intrinsic value to the governments of Spain and France which had passed it back and forth in accordance with whims of their rulers.

In 1762 France had ceded Louisiana to Spain in a secret treaty the terms of which did not become known and published for seventy years. Spain did nothing of consequence to develop the territory other than occupation of New Orleans and, indeed, thought so little of Louisiana that she ceded it back to France in another secret treaty, called the Treaty of San Ildephonso, in 1800, in return for France giving to Spain

the Grand Duchy of Tuscany in Italy so that the Duke of Parma, son-in-law of the King of Spain, could become King by having his dominions enlarged into the Kingdom of Etruria.

This treaty did not become effective until ratification and its very existence was denied at Madrid and Paris for nearly two years. In the meantime, however, we had become embroiled in serious trouble with both Spain and France, which were inclined to disregard the newly won rights of the American Republic.

At sea we had been engaged in two years of cold war with French raiders who had been attacking our ships even back since the President Washington administration, and a large claim for spoliation had piled up against France.

President John Adams sent a mission to France in 1798 seeking to gain recognition of our claims and effect a settlement. The French directory refused to receive the mission, demanding a liberal bribe and a personal bribe of a quarter million dollars to Talleyrand, member of the directory, before being heard. Charles Cotesworth Pinckney, member of the mission, made the memorable reply: "*Millions for defense, but not one cent for tribute.*"

John Marshall and Elbridge Gerry were the other members of the mission. They returned home. The outraged Adams began immediate preparations for war, requesting Washington to come out of retirement to head up the armies. He accepted and chose Alexander Hamilton as second in command. France backed down after Napoleon came into power, but there was no taste to having France as a near neighbor in the new world, and Spain wasn't regarded as much better.

In 1795 the United States had succeeded in getting a five-year treaty with Spain giving the United States the right of deposit at New Orleans which was essential to settlement of the western area of the thirteen colonies. The right of barges and ships to exchange their cargoes at the mouth of the Mississippi River was essential to the development of mid-United States, and this was recognized from the beginning. It was stated and understood that New Orleans was the key to the Mississippi and the Mississippi Valley and that it must either be in the hands of the United States or a nation friendly to us if we were ever to develop middle America. . .

President Thomas Jefferson came into office in 1801 and within the year he had dispatched Livingston to Paris as Minister with instructions to clarify the situation at New Orleans by blocking if he could the retrocession of Louisiana to France, by convincing the French that the city of New Orleans and the Floridas were valueless to them and should be given to the United States, to get permanent rights of deposit or, if possible, to buy the city of New Orleans. A Congressional grant of \$2,000,000 was made for the latter purpose. . .

Livingston was one of our greatest Americans of the early days of

the Republic, and his choice was a very fortunate one by Jefferson. Then 58 years old, Livingston was wise, experienced and well trained. He had been a justice of the New York Supreme Court, a member of the Stamp Act Congress of 1765, one of the drafters of the Constitution, Chancellor of New York, and had delivered the oath of office to George Washington under whom he served as his first Secretary of State. . .

Throughout the purchase proceedings Rufus King, United States Minister to Great Britain, was invaluable because of his excellent sources of information. In March, 1801, he reported to James Madison, Secretary of State, that it was probable Louisiana would be ceded back to France, and intimated that the United States should prevent this and acquire Louisiana. He suggested the appointment of a strong and able Minister to France. Jefferson shortly afterwards named Livingston who set off on September 28, 1801 on his mission under instructions from Madison to purchase New Orleans, Florida or even part of Louisiana if need be.

Before Livingston could reach Paris, however, France and England signed the Treaty of Amiens and Napoleon appointed General Victor Emmanuel LeClerc, his brother-in-law, to head an expedition to Santo Domingo to suppress the independence movement there, and thence to proceed to Louisiana to take over. LeClerc departed in December, 1801 with 45,000 French soldiers and the largest armada that ever left Europe for the new world. . .

In October, 1802, Livingston had a fortunate conversation with Joseph Bonaparte, whom he enlisted in his cause, and thenceforth he had a direct pipeline through to Napoleon. Even so, progress was slow and discouraging, and at times Livingston was so aggressive that he was accused of meddling in French affairs. He memorialized the cabinet, he wrote endlessly to key people, he sought to influence public opinion even though public opinion in France under Napoleon meant little. He worked without rest, laying the groundwork for French doubt in the advisability of returning to Louisiana. His achievements were not visible, but he built better than he knew as later events indicated.

The French would not even admit they were going to return Louisiana to France, and existence of the secret treaty was denied during the preliminary actual negotiations even though the Americans not only knew of its existence, but of its general terms. . .

On February 18, 1803, Livingston in a letter to Napoleon urged the pledged faith of the French government for the payment of American claims and informed the First Consul of the alarm in the United States over the French acquisition of Louisiana by France. Livingston informed Napoleon that France could not gain any permanent advantage from this acquisition and should cede it to the United States. . .

April 10th was Easter Sunday. Napoleon was at St. Cloud where he had summoned Count Barbe Marbois and General Berthier, his

Ministers of Finance and War. After a general review of world events and the French position, Napoleon arose, and with all the earnestness of a conqueror, said:

"I am fully sensible of the value of Louisiana, and it was my desire to repair the error of the French diplomatists who abandoned it in 1762. I have scarcely received it before I run the risk of losing it; but if I am obliged to give it up, it shall hereafter cost more to those who force me to part with it, than those to whom I yield it. The English have successfully taken from France: Canada, Cape Breton, Newfoundland, Nova Scotia, and the richest portions of Asia. They are engaged in exciting troubles in St. Domingo. They shall not have the Mississippi, which they covet. Louisiana is nothing in comparison with their conquests in all parts of the globe, and yet the jealousy they feel at the restoration of this colony to the sovereignty of France, acquaints me with their wish to take possession of it, and it is thus they will begin the war. They have twenty vessels in the Gulf of Mexico, and our affairs in St. Domingo are daily getting worse since the death of LeClerc. The conquest of Louisiana might be easily made, and I have not a moment to lose in putting it out of their reach. I am not sure but what they have already begun an attack upon it. Such a measure would be in accordance with their habits, and, in their place, I should not wait. I am inclined, in order to deprive them of all prospect of ever possessing it, to cede it to the United States. Indeed, I can hardly say that I shall cede it, for I do not yet possess it, and if I wait but a short time, my enemies may leave nothing but an empty title to grant to the Republic I wish to conciliate. They only ask for one city of Louisiana, but I consider the whole country lost, and I believe that in the hands of this rising power it will be more useful to the political and even the commercial interests of France, than if I should attempt to retain it. Let me have both your opinions on the subject."

They discussed the measure without decision. Marbois greatly favored the sale; Berthier as earnestly opposed it. The next day Napoleon said to Marbois:

"The season for deliberation is over. I have determined to renounce Louisiana. I shall not only give up New Orleans, but the whole country without reservation. . . I do not undervalue Louisiana. . . I regret parting with it, but I am convinced that it would be folly to persist in trying to keep it. I commission you, therefore, to negotiate this affair with the envoys of the United States. . . Were I to regulate my demands by the importance of this territory to the United States, they would be unbounded; but being obliged to part with it, I shall be moderate in my terms. Still remember, I must have sixty millions of francs for it, and I will not consent to take less."

Talleyrand likewise opposed the sale, but was the first to break the news to Livingston that day, although casually. They met socially and as always Livingston was importuning Talleyrand to consider turning New Orleans over to the United States when suddenly Talleyrand turned to him and said: "*How would you like to buy all of Louisiana?*" The idea startled Livingston who was unprepared for its implications, and he replied the United States sought only to purchase New Orleans. Talleyrand told him to think it over.

Livingston returned to his embassy late that night and in a midnight

dispatch to Jefferson and Madison outlined the new development. There was, of course, no rapid means of communication and he knew his dispatch would not be read for forty-five days or more, and he would need to act without awaiting an answer. This dispatch is an important document in the negotiations for Livingston began in trepidation and ended convinced American destiny had knocked suddenly at his door.

Negotiations opened without delay, being handled by the Marques Barbe de Marbois who was a wise and experienced diplomat, very pro-American. He had served in the French mission in the United States for ten years, and married the daughter of the Governor of Pennsylvania. He and Livingston and Jefferson, Monroe and Washington were old and trusted friends. He wanted the United States to have Louisiana for the very reasons Napoleon had outlined. . . (On February 23, 1803, James Monroe had been appointed Minister co-jointly with Livingston, but Livingston was able to delay negotiations only a couple of days until Monroe arrived.)

Livingston carried on the negotiations with Monroe advising him from the background since there had been no time even to present Monroe's credentials to Napoleon. From the beginning the only point of difference was the price, and whether the Americans would proceed or not. The price asked was the equivalent of 120 million francs, and the price given was 80 million francs, 60 million cash and absorption of 20 million francs of spoilation claims—the total being \$15,000,000.

"What are the boundaries?" Livingston asked Talleyrand at one stage of the proceedings. "I don't know," Talleyrand replied, and again pleaded ignorance when asked what was being sold. "Do you mean we are to construe it in our own way?" Livingston persisted. "I can give you no direction," Talleyrand replied. "You have made a noble bargain for yourselves and I suppose you will make the most of it." . . .

Although their fellow Americans were slow to realize the significance of their action, Livingston and Monroe were conscious of the greatness of this event when they signed the treaty, and so was Napoleon. At that time Livingston made this statement:

"We have lived long, but this is the noblest work of our whole lives. The treaty which we have just signed has not been obtained by art or dictated by force; equally advantageous to the two contracting parties, it will change vast solitudes into flourishing districts. From this day the United States take their place among the powers of the first rank; the English lose all exclusive influence in the affairs of America. Thus one of the principal causes of European rivalries and animosities is about to cease. However, if wars are inevitable, France will hereafter have in the New World a natural friend, that must increase in strength from year to year, and one which cannot fail to become powerful and respected in every sea. The United States will reestablish the maritime rights of all the world, which are now usurped by a single nation. These treaties will thus be a guarantee of peace and concord among commercial states. . ."

And Napoleon said:

"This accession of territory strengthens forever the power of the United States; and I have just given to England a maritime rival, that will sooner or later humble her pride. The day may come when the cession of Louisiana to the United States shall render the Americans too powerful for the continent of Europe."

The Purchase meant a complete change of policy for the United States as it doubled American territory and carried the nation west to the Rocky Mountains. . . It met furious resistance from Spain and from England, both of whom claimed Napoleon's acts were illegal and null.

The British were in fact outfitting an expedition to proceed to take over Louisiana at the very hour that the Treaty was signed. The American negotiators had not an hour to lose, as it developed, and they well knew this fact. . .

Jefferson at first believed the Purchase was unconstitutional. He consulted his attorney general to see if it would be necessary to pass enabling legislation before ratification, but he gave his approbation to his commissioners at once. When word came that the Purchase might be "lost" unless ratified quickly, he summoned Congress into special session for mid-October, three months hence. . .

To attacks by members of Congress, Breckinridge of Kentucky said:

"Is the goddess of liberty restrained by water courses? Is she governed by geographical limits? Is her dominion on this continent confined to the east side of the Mississippi? So far from believing in the doctrine that a republic ought to be confined within narrow limits, I believe, on the contrary, that the more extensive its dominion, the more safe and more durable it will be. . ."

Despite the opposition the treaty was ratified in late October, 1803, and the conventions providing the money were approved in Congress in November. John Quincy Adams, who later was to become President of the United States, voted against ratification. Four more negative votes would have killed the treaty and lost the territory, but Jefferson carried the day.

Events of tremendous significance were to follow the first great expansion. Within 15 years we had maneuvered Spain out of the Floridas and shortly afterward we acquired Texas through annexation and California and Arizona and New Mexico through the war with Mexico. We took over Oregon, Idaho and Washington through the right of discovery and within a few years bargained Russia off the North American Continent through the Alaskan purchase.

The story of the Louisiana Purchase is one of the greatness of a handful of Americans who had the wisdom and the courage to realize and seize the opportunity before them.

The Philadelphia Story

EDMUND N. BACON, Executive Director,
Philadelphia City Planning Commission

COUNCILWOMAN Constance Dallas was extremely sorry she couldn't be here to speak to you. It was the very intensity of activity of the new government that prevented her presence. In a way I am the worst possible person to substitute for her, because she is a politician, and I, a technician in government service, see the world in quite a different light. However, I shall let her speak to you directly in a short while, since I shall read a statement she has written specially for this occasion.

The germ of a new idea may be implanted into a community; it may wither or it may grow. It may develop and expand on a cyclical rhythm independent of the political turns. As it grows and becomes accepted by people it may become a premise for action by any party. When, by chance, there is a combined upsurge of an idea and a new political vigor, then the field is ripe for fine developments. That is the situation which now exists in Philadelphia.

The implantation of the idea of city planning in Philadelphia began in 1939 when active planning as such was non-existent in government. It was spearheaded by a group of young people who had observed the failure of the Charter campaign because it had insufficient grass roots. Stimulated by the holding of the 1941 National Conference on Planning in Philadelphia, which was arranged by Miss Harlean James, the movement gathered momentum. The very resistance of the city government at that time to the idea of an active Planning Commission was of itself a stimulation to the citizens' organization. More and more civic groups joined the Action Committee on City Planning.

Finally, in 1942, after a spectacularly representative public hearing, the log-jam was broken and the new planning ordinance was passed by City Council. The citizens' movement, far from disbanding, formed itself into a permanent Citizens' Council on City Planning. Since its beginning, the number of this Council's member organizations has grown from about sixty to one hundred and seventy-five. Ever since, the official planning activity and the citizens' work have gone hand in hand.

The vitality of this start seems to me to be shown by this fact: of the fifteen names recommended by some sixty Action Committee groups to Mayor Samuel in 1942 as possible candidates for the five citizen vacancies on the Commission, the Mayor saw fit to appoint three, and two of these members were elected as Chairman and Vice-Chairman. Then, just ten years later, after a political revolution which meant the replacement of the Republicans by the Democrats after 67 years of rule, the newly elected Mayor, Joseph Sill Clark, Jr., selected these self-same three as men he could accept into his administration, and two of them serve as Chairman and Vice-Chairman of the Commission today.

I shall resist the temptation to carry further the view of last year from the eye of the technician, and now give you Councilwoman Dallas' account of planning under the new regime.

"Of a necessity I must give you the broad outline only, attempting to sketch for you those important sequences which have outmoded Lincoln Steffens' pessimistic description of Philadelphia: 'Corrupt and contented.'

"William Penn's village of 1682 had 'city planning.' By 1683 it occupied a neat rectangle of two square miles, and it housed 400 souls in 100 dwellings. Its first city charter was granted just 18 years later in 1701. Today Philadelphia city proper comprises $129\frac{1}{2}$ square miles with over 2,000,000 inhabitants or 3,750,000 if you think it more realistic to include the suburbs. William Penn's original plan for the city provided for a larger proportion of open space than in any other city in the world. And as of last week the city of Philadelphia boasted within its metropolitan limits 70,000 acres of forested land. This extraordinary city with enormous wealth of natural and historical resource, had become the town that you, and the whole nation, knew as 'Corrupt and contented.'

"By 1947 a new name began to appear in Philadelphia headlines: Richardson Dilworth, an exceptionally handsome lawyer of 45, had taken his Marine tactics and his Yale background to the roof of a Ford truck on the street corners of the incumbent Mayor's own Ward. The hot and bored crowds milling on the streets of a September evening in 1947 stopped to listen to the first real street novelty since the organ-grinder. The novelty turned out to be big-time stuff, for by the next morning those same listeners were finding themselves the centers of attention as they recounted that they'd heard 'that guy in the newspapers, last night down our way.' The street listener overnight became the most recent authority on what Dilworth had said. What Dilworth had said was that this person or that, routinely giving names and addresses, had contributed generously to the corruption of Philadelphia by running horse-parlors, numbers banks, rackets and vice, by title and designation giving patrons, addresses, and beneficiaries. This kind of nerve was news. Daily prophecies of suits for slander went unfulfilled. Today, six years and several thousand accusations later, Richardson Dilworth stands unprosecuted and is gaining a new kind of notoriety as the reform District Attorney of Philadelphia.

"That first year Dick Dilworth was running for Mayor. His closest advisor and good friend was Joe Clark, an able and restless lawyer who had spent a large part of his time while serving as lieutenant colonel in the Air Force in Calcutta, thinking of ways to put his own home town of Philadelphia in order. That summer of 1947 was when Joe Clark called me up long distance at our farm in Bucks County and said: 'Connie, we're sitting here talking and we've just about decided to pitch in and

run Dick Dilworth for Mayor and we want you to run for City Council.' Looking back I could wish that I had recognized in that first telephone call the sound of history in the making. That November Dick Dilworth was defeated, and so was I, but even in my neighborhood people were saying that Maine, Vermont, and the 22nd Ward of Philadelphia could no longer be counted on as perennially and incontestably Republican. The 22nd Ward had begun to crumble. And the downtown city was rocking on its foundations. Dick Dilworth's undeniable exposures had gone home to the sound business heads of men like Harry A. Batten, President of N. W. Ayer, nationally known advertising firm. Harry Batten was doubly aroused when he learned that a good friend of his from California was turning down a big business opportunity in Philadelphia because the Californian didn't think it worth while to try to run a business in a town so famous for rackets and shake-downs. Mr. Batten ate a memorable lunch with Mr. Harry Carr, President of the First National Bank, Mr. Henderson Supplee, now President of the Atlantic Refining Company, and Mr. Henry Bryans, President of the Philadelphia Electric Company. It is said that invention and discovery often go on simultaneously, and in this case the discovery of Philadelphia's real condition and the invention of the mode of attack did go on simultaneously in three different groups. For besides Mr. Batten's group, and unknown to them were a group of civic and business leaders, talking along the same lines, and a third group known as the Committee of fifteen, a semi-official group that had been brought into being as a sort of tongue-in-cheek attempt to satisfy the aroused civic conscience.

"What hadn't been anticipated was that the Committee of Fifteen would do a real job. In a very few months these three groups had found each other, and had formed out of their own best stock the new-born 'Greater Philadelphia Movement.' The combined assets and trust which the founding group represented amounted to something over \$10,000,000,000. This group had not only the impetus of civic interest but the responsibility for preserving the value of business investment.

"Just about the time the Greater Philadelphia Movement got going, another group which pre-existed became greatly invigorated by the same stimuli: the Philadelphia chapter of the Americans for Democratic Action. This hitherto rather small and predominantly youthful group was composed chiefly of labor union persons, school teachers, perennial civic do-gooders, and members of boards of agencies of the Community Chest. Dick Dilworth and Joe Clark were both members of the ADA. Eventually those of us who were Philadelphia ADA members decided that the next step was to become politicians of sorts, ourselves. Almost at once a group of political amateurs came into being, gloriously unconventional, gloriously untrammelled by professional political patterns or precedents. A Regional Director of the Health and Welfare Council

of the Community Chest, a man who had his Ph.D. in political science from the University of Heidelberg, became research fact-finder, information center and speech writer's aid for the ADA. And so at one level big business was on the march, crossing traditional party lines in the new zeal to put public morals ahead of personal politics. And on this other level labor union members, social workers, and educators were making common cause of giving the independent voter an organization to work with and through.

"By 1949 this constellation of factors succeeded in electing Joe Clark as Controller of the City and Dick Dilworth as Treasurer. The toe was in the door. The then sixty-five year control of one political machine was cracked but it was still far from broken. At that moment, perhaps the most valuable asset was the newsworthiness of the progressively revealed scandals and the originality of the amateur reformers, both business and ADA. The publisher of the *Philadelphia Inquirer*, Mr. Walter N. Annenberg, had already formed a personal opinion of Dick Dilworth, who had been for some time attorney for the *Inquirer*. Mr. Robert McLean, publisher of the *Evening Bulletin*, was convinced of the news value of both Clark and Dilworth. This gave the reform leaders space in the big press. With a handful of investigators working out of the Controller's office, the facts of incompetence, mismanagement, and outright corruption began to pile up. And glaringly apparent both from the formal report of the Committee of Fifteen, and from the framework which made possible the abuses, was the need for a new City Charter. In fact the City had been restless since a charter reform movement had been soundly defeated in 1939. By April 1950, a referendum was held and the Philadelphia Home Rule Charter was voted into being by an aroused public which threw party lines to the winds. The new Charter was, and is, a very imperfect instrument. But its great strength lies in the determination of purpose of the people behind it. Even though almost everybody in the city has some fault to find with it, it is basically a people's document. With the people's interest and imagination so aroused, the focus was toward the 1951 mayoralty race. And so the radio stations on the night of November 6, 1951, told the largest listening audience in the city's history that it had just elected a new Mayor, Joseph Sill Clark, Jr., a new District Attorney, Richardson Dilworth, and what the Philadelphia public took as a sort of good-natured novelty, the first woman member of the City Council in the 260 years since the first Charter of the City of Philadelphia was written. Philadelphia: revitalized and resurgent."

Councilwoman Dallas had told you the story.

The new government is operating, the new charter is operating, the capital budget and programming procedures are under way. From the point of view of the planner, the dreams of 1939 are having their expression today.

Lincoln, Nebraska Uses Sound Slide Films to Sell City Planning

PAUL C. WATT, Planning Engineer

LINCOLN, the capitol city of Nebraska, with a population of 100,000, is fast becoming a metropolitan city. To insure an orderly and economical growth the Lincoln City Planning Commission began work in 1950 on a comprehensive city plan for Lincoln. Harland Bartholomew and Associates of St. Louis, were employed by the Planning Commission to prepare the plan. This comprehensive plan was completed in September of 1952.

In the beginning, the Planning Commission figured that once the plan was achieved the major portion of their work would be finished. However, by the time the plan was completed they knew that their job was just beginning. The Commission realized that if they did not get public understanding and support for the plan it would all have been in vain.

A sub-committee of the Planning Commission began work at once to devise a public education program. A Speakers Bureau was organized and considerable time was given to discussing the media to be utilized in presenting the plan to the people. During this discussion the use of motion pictures and slides was suggested. The group felt that motion pictures were too expensive and that the slides were difficult to program. It was natural for a combination of the two to evolve—the sound slide film.

The Audio-Visual Aids Department of the University of Nebraska was contacted and they agreed to cooperate in every way to produce a series of sound slide films based on the comprehensive plan. The sound slide film consists of a film strip which is accompanied by a recorded talk. The film is moved from frame to frame on a “beep” or signal from the record. As far as we know, this was the first instance that City Planning was to be depicted by the sound slide film.

The Lincoln Planning Commission began work immediately on two films. The first being on City Planning in general to serve as a forerunner for other films on specific phases of the City Plan, such as zoning, streets and parking, schools, parks, etc. The second film started at this time was on zoning as the existing Lincoln Zoning Ordinance is in the process of being revised as a part of the Planning Program.

The first film was completed a year ago and the second was finished just two months ago. As a result of the fine cooperation of the Department of Audio-Visual Aids at the University of Nebraska, the films were produced at a cost slightly under \$400 each. This did not include 345 hours spent by the Production Director which time was given at no charge. The typical cost per slide film was as follows:

Photographic Laboratory	\$209.50
Office Expense and Supplies	89.60
Recording and Printing	88.50
Director—180 hours—no charge . . .	

Total \$387.60

During the production of these films an advisory committee from the Planning Commission held periodic script conferences with the Production Director. This group constantly strived to keep these films lively, fast moving and even humorous where possible in order that they be different from the usual educational film. The use of "gimmick" titles was introduced to stimulate interest. For instance, in the first film we were lucky that the first settler in Lincoln was named Luke Lavender. This film depicts Luke's ghost returning to see the City as it is now compared to what it was in his day. This film was entitled "Luke Lavender Returns." We have found that this billing for programs keeps our audiences guessing until they actually see the film.

The second film which is on zoning, a rather dry subject to the layman, is entitled "Joe's Pet Peeve." The format for this film is based on "the man on the street" interview program. Joe Johnson is interviewed and his pet peeve turns out to be the existing Zoning Ordinance which because of its 1926 dateline has not protected his home and investment. As a result of this sad experience, Joe becomes interested in the proposed Ordinance and tells all about it.

The Lincoln Planning Commission feels that this type of presentation is very effective. To date more than 3,050 persons representing better than 45 different groups in the City have seen at least one of these films. This includes nearly every civic club, the public school system along with the Parent Teachers Association, and many small neighborhood groups. It is interesting to note that of the total seeing the films the average size of the groups is about 25 persons. The films are excellent as a stimulus for discussion. It is not out of the ordinary to have a one hour discussion following the presentation, even though the average time of the films is only twelve minutes.

The per capita cost of the slide film makes them an economical means of citizen education. The per capita cost to date based on those seeing the films is twenty-six cents. Of course, as time goes on and they are shown more and more the cost will decrease to practically nothing.

We hope that these films along with how they came about have been helpful to you. It is our considerate opinion that they are a great benefit to the all important task of citizen education relative to a City Planning Program.

Comprehensive City and Metropolitan Planning

INTRODUCTION

HARLAND BARTHOLOMEW, Planning Consultant, St. Louis, Mo.

THIS session of our Conference is devoted to the subject of Comprehensive City and Metropolitan Planning. Our several able and well informed speakers on this program will give you authoritative information on several different aspects of this highly important and significant subject.

By way of brief introduction it might be said that our cities are experiencing an era of phenomenal expansion, both numerically and in the total area of expansion. Vast new American cities are in the making today. Are these new metropolitan cities being well planned? The potentialities of waste and lost opportunities are greater than ever before. Likewise the prospects for finer and more satisfactory American cities are now within our grasp.

We hear much about metropolitan plans and agencies. Certainly the vast spill-over of our cities into suburban areas presents the biggest planning problem of this generation. In a comparatively short period of time we have witnessed these fringe areas grow to the point where many of them now have as much or more population than is found within the central cities. These central cities have failed to extend their political boundaries and the suburban areas are being broken up into a multiplicity of political units. The total urban area, however, is basically a single economic and social entity. If we are to build a finer and more satisfactory city its structural form and its major physical facilities must be designed and constructed as a unit. At present the trend is toward a break-up of the urban area into a multiplicity of contending political units. The basic problem, therefore, is one of bringing about some form of political unity through which it will be possible to devise and enforce an adequate over-all plan. In this direction lies order and economy; in the opposite direction lies still greater confusion and waste of far greater magnitude than we have yet known.

COMPREHENSIVE PLANS

FLAVEL SHURTLEFF, Counsel, American Planning and Civic Association, Marshfield Hills, Massachusetts

CITY PLANNING has come a long way since the early enabling laws, and the first planning reports, but the distinctiveness of the planning process is now, as it was originally intended to be, in the

adoption of a comprehensive plan and its effective use in city development. No city better than New Orleans illustrates the change from the advisory planning agency, meagerly staffed and with vague functions, to the planning commission of today with the legally established duty of directing growth in accordance with a plan.

The progress in the forty years of modern planning has been so gratifying that to list some of the present short-comings may be out of order, but the city and the metropolitan region should have the full value from their considerable investment in planning.

First, they should get on with the job of making and adopting a comprehensive plan. The planning commission too often is kept busy on a variety of non-related projects referred to it for study and report. No time is left for the real job. The commission has been called the chore boy of the administration. It gets the task of overhauling the street names, codifying the by-laws, revising the building code. These and similar chores might better be done by other agencies.

Second, the plan is not kept up to date. A new state road may throw the local plan out of gear. An area marked industrial on the land use plan may become a fine city or county park because of the vision and generosity of a good citizen; or park land on the plan may get swallowed up by a modern industrial development to the economic advantage of the city. Down-town sites admirably suited for parking lots may be put to an alleged more profitable use. Plan making must be a continuing process.

Putting the plan to work is often postponed or assented to half-heartedly. Some of the planning laws are at fault. They say that *when-ever a master plan has been adopted*, projects which affect the plan must be submitted to and approved by the plan commission. Satisfying this requirement completely seems unnecessary. When a *land use plan* has been adopted, and certainly when it has been used as the basis of zoning, the plan commission should be in position to pass upon any project affecting the use of land. It is peculiarly appropriate to submit changes in the zoning map or text to the planning commission which in many cities does the drafting of the zoning regulations, and yet there is a curious reluctance to having the commission report on zoning changes which may involve serious questions of planning policy.

Finally, coordination and coordinating agencies are too often viewed with impatience. A refusal to play the game may block the use of the master plan. This is one of the most serious drawbacks in the planning process. A long term and generally efficient commissioner of a powerful city department may be the last official to be convinced of the value of coordination. Education is a slow process. Maybe more planning directors should be appointed or elected to executive positions in government.

ADOPTION OF THE COMPREHENSIVE PLAN

KENNETH F. JONES, Planning Consultant, San Francisco, California

PROCEDURE for adoption of master plans in California is controlled by the State Conservation and Planning Law. This law may be amended at the current session of the state legislature, but I am advised that the pending bill proposes only minor revisions in the article dealing with master plan adoption. This article of the bill reads as follows:

"The planning commission or the planning department may prepare and the commission may adopt all or any part of the master plan or any subject of it for all or any part of the city, county, area, or region. Master regional plans shall be coordinated with similar plans of adjoining regions, and area, county, and city master plans shall be coordinated so as to fit properly into the master plan for the region.

Before adopting all or part of the master plan or any amendment to it, the commission shall hold at least one public hearing.

Notice of the time and place of the hearing shall be given by at least one publication in a newspaper of general circulation in the city, county or in each city or county in an area, at least 10 days before the hearing.

The adoption of the master plan, or of any amendment, extension, or addition to it, shall be by resolution of the commission carried by the affirmative votes of not less than two-thirds of its total voting members.

The resolution shall refer expressly to the maps and descriptive and other matter intended by the commission to constitute the plan or amendment, addition, or extension of it. The action shall be recorded on the map and plan and descriptive matter by the identifying signatures of the chairman of the commission, and of such other officials as the commission may designate.

When changed conditions or further studies by the commission require, the commission may amend, extend, or add to all or part of the master plan in the manner provided in this article for its adoption.

A copy of any part, amendment, extension of, or addition to the master plan adopted by a county or city planning commission shall be certified to the legislative body of the city or county.

A copy of any part, amendment, extension of, or addition to, the master plan adopted by an area or regional planning commission shall be certified to each county and city planning commission and to the legislative bodies of each county and city within the area or region.

The adoption of the master plan, or any amendment, extension or addition to it, as certified by a regional, an area, a county or city planning commission shall be by resolution of the legislative body or bodies affected.

Before adopting all or any part of, or amendment or addition to, a master plan, the county or city legislative body shall hold at least one public hearing. Notice of the time and place of the hearing shall be published at least once in a newspaper of general circulation in the city or county at least 10 days before the hearing.

In adopting all or any part of, or amendment or addition to, a master plan adopted by the planning commission, the legislative body shall not make any change or addition until the proposed change or addition has been referred to the planning commission for a report and a copy of the report has been filed with the legislative body. Failure of the planning commission to report within 40 days after the reference or such longer period as may be designated by the legislative body, shall be deemed to be approval of the proposed change or addition.

When it deems it to be for the public interest, the legislative body may change or add to all or part of an adopted master plan.

The legislative body shall first refer the proposed change or addition to the planning commission for a report. Before making a report, the planning commission shall hold at least one hearing on the proposed change or addition. It shall give notice of any such hearing, pursuant to the procedure prescribed by this article for the adoption of the master plan or any part, amendment, or addition by the planning commission.

Failure of the planning commission to report to the legislative body on a proposed change or addition within 90 days after the reference or such longer period as may be designated by the legislative body, shall be deemed to be approval of the proposed change or addition by the planning commission.

After the receipt of such report, the legislative body shall hold at least one public hearing on the proposed change or addition. Notice of the time and place of the hearing shall be published at least once in a newspaper of general circulation in the city or county at least 10 days before the hearing.

The master plan or any part, amended, or addition shall be endorsed to show that it has been adopted by the legislative body."

There are two points which I should like to mention in regard to the adoption of plans:

1. It has been the consensus of planners in California that one required hearing before the planning commission and another such hearing before the legislative body usually have been found to be sufficient. This, of course, does not preclude any number of informal discussions of a plan prior to the formal hearing, but once the matter reaches the hearing stage, delays due to additional hearing dates seem unnecessary. A hearing can always be continued if the commission feels there is reason.

2. We feel that a majority, rather than a two-thirds vote, should decide the adoption of a master plan or amendments to it. The reason for this is that in almost every instance planning commissions in California have 5 or 7 voting members and a two-thirds vote cannot be practically applied to these numbers.

Relating these two points to the planning bill which I have just read, the first point concerning the number of hearings is in conformity; while the second point in respect to a simple majority vote is not in conformity. I do not necessarily wish to draw any conclusions but only desire to point out the result of what has undoubtedly been the subject of many arguments and compromises.

ENFORCEMENT

JAMES F. SULZBY, JR., Chairman, Birmingham Planning Board,
Birmingham, Alabama

IT IS quite coincidental that I should appear on this panel headed by one of the most eminent men in planning, Mr. Bartholomew, who recently was in Birmingham. While there he attended a citizens meeting at which time he told the story of planning with respect to a Redevelop-

ment project. It was truly a meeting dedicated to enforcement, for after the meeting, the citizens were ready to do what was necessary to have a Redevelopment project. Enforcement can be sold to a community.

Comprehensive City and Metropolitan planning is becoming more important as our cities and towns increase in population. City development relates the tremendous needs for community facilities and services. Within the last few years housing, transportation and parking have justly taken their places in the realm of planning.

As we have been told today by others, planning is the drawing of a blueprint for the future and keeping that blueprint up to date. How can it best be enforced. Only by the consciousness of those who are responsible for these plans and the community for which it serves. Unless the people want good planning, enforcement is hopeless.

I look upon enforcement as selling. Compulsion is exercised many times through the means of intelligent thinking and the application thereof through positive and constructive planning by a Board constituted of citizens who are respected by their fellow-citizens. Chambers of Commerce, civic clubs, improvement associations, religious groups and community groups should know the meaning of good planning and should share the responsibility of the Planning Authorities in telling the story to the people. With the use of the television, radio, newspapers and public forum, planning can be made known. Public sentiment in our Democratic form of government is perhaps the best way to enforce and this is especially true in planning. Planning authorities are charged with the responsibility of preparing plans and are often further charged with the responsibility of finding the means by which many projects are to become realities. Public sentiment through education is a powerful enforcement assurance in any Community.

Another means by which enforcement is effected is through zoning. Zoning is an intimate part of planning. Zoning and the modification of zoning laws and the enforcement thereof, assures proper respect for planning.

Off-street parking is giving most municipalities much concern. This is another important segment of planning and one that must receive careful attention within the very near future. As shopping centers are planned, municipal governments must demand that proper parking areas be provided. Off-street parking has become a unit of merchandising. Fortunately the developers have learned this but planners must see to it that they should never forget parking. This can be enforced best through a strict Building Code.

Off-street parking will retard decentralization of the downtown areas in most cases. Cities, to cope with this situation, must acquire property. The Right of Eminent Domain is often used as a measure in the enforcement of planning.

Redevelopment has taken an important station in the economy of cities. Redevelopment, whether it be provided under the terms of Title I of the Housing Act of 1949 or through private sponsorship, has proven its worth in many places. Redevelopment programs usually have to be sold to the public. It is hard to require homeowners to vacate their properties to make way for commercial and industrial reuses; but this spells progress. Municipal Agencies acquiring properties by outright purchases on appraised values, offer the most effective way of enforcement. Enforcement through condemnation is unpopular but Court action makes the procurement of land legal and effective.

Rehabilitation has become effective in many localities through enforcement. The zoning, health and building standards have assisted in cleaning up the slums. Education again has played an important role in rehabilitation. Blighted areas are menaces to any city. With municipal government enforcement, the work of rehabilitation has made sub-standard housing into decent places of abode. The National Association of Real Estate Boards adopted the program of "Building America Better" through rehabilitation. Baltimore, Charlotte, Cincinnati and Washington, D. C. are cities that have profited from rehabilitation programs but the laws in these respective cities had purposeful meaning in them and they were enforced.

In Baltimore the city officials even went so far as to require the owners to paint their homes. They either have teeth in their laws or they have succeeded with a fine game of bluff.

Planning can become folly unless the city officials and the people of the community are conscious of planning. As plans are adopted and the blueprints kept fresh in the minds of the people, the importance and significance of planning will be realized. Needed projects should be characterized as to their importance. As needs grow in the community, so grows the interest in them.

Planning Boards are set up in many areas under acts of the state government and necessarily have full authority to enforce their findings. Where this is the case it is all the more important to be well organized with sufficient personnel to assure correct decisions. A well organized Planning Commission should always stand by as a watch-dog on all decisions which pertain to planning. At any time a Board finds its recommendations being tossed around, then the members of the Boards should be the first to speak out.

PUBLIC RELATIONS AND PLANNING

MRS. THOMAS T. STEVENS, Chairman, Dade County Planning and
Zoning Board, Miami, Florida

GOOD public relations have become a watchword in modern business and industry, and it is a *must* in the field of planning, where cities are being created and re-created and where this work of guiding growth and development is so dependent upon public support. Through great effort and vision the planner can formulate his plan, or plans, and reduce those plans to maps and blueprints. Yet, if he cannot sell his effort and his vision to the governing body, or to the neighborhood or community concerned, no matter how workable the plan may be, it cannot serve the purpose for which it was created.

Discussions concerning public relations and its application in the planning field usually involve the use of, and the merits of certain types of facilities, such as newspapers, radio, television, and the like, to acquaint the public with the details of the plan, or of planning. Certainly all of these channels should be utilized to the fullest by the planner. However, I would like to discuss what I consider to be the first basic step in establishing and maintaining good public relations, and without which good public relations become difficult or impossible. That first basic step is the creation of a Planning Commission, and the election of a governing body in which the public has the greatest confidence.

A planning commission is only as good as its members, so it follows that if such a commission is to warrant the backing and confidence of the public, it must consist of individuals who are recognized for their professional and personal integrity and ability, for their ability to get things done, and for their capacity to think *big*, but, at the same time, to consider the practicalities of the particular situation involved. In short, it amounts to just this. The members of the Planning Commission should be of such type, character and ability that the individual taxpayer can say to himself, "I don't have the time or the knowledge to decide whether the plan is good or bad, but if that Commission recommends it, I'm safe in assuming that it's good." I realize that such a Planning Commission, as well as my hypothetical taxpayer, is hoping for a great deal, but I believe that trying to reach such a goal is of primary importance in our public relations, and the closer we come to creating such a commission, the easier the public relations phase of planning becomes and the better and more effective the planning.

To carry this point one step further, it follows that the members of the governing body of the jurisdiction concerned should be measured by the same yardstick of integrity, ability and intelligence, as applied to the Planning Commission. After all, it is the governing body that appoints the members of the Planning Commission, and who will take final and official action on the recommendations of that body; therefore, they must be intelligent enough to appoint good members to the Plan-

ning Commission, and intelligent enough to recognize good recommendations when presented to them. I suppose by now you are saying that I am really dreaming, but, after all, that is the prerogative of a planner, and you don't get anywhere unless you aim high. The character of the planning commissions and the governing bodies is a paramount consideration in determining whether any jurisdiction is to have proper planning and, if the character and ability of these two bodies are such as to instill public confidence, the first and biggest hurdle in establishing good public relations has been cleared.

Now that we've got the ideal governing body elected, and that body has appointed the best possible planning commission, what should that planning commission do to further good public relations? Certainly, the Planning Commission and staff should take advantage of every opportunity and facility to advise the public of the needs and merits of a planning program. As stated before, newspapers, radio and television, and contact through civic and professional associations are all available to the planner; but, in addition to these usual contacts with the public, the planner must, in many instances, improvise and react quickly in order that good public relations may be maintained. For example, a situation arose in Dade County in 1949 in which good and active public relations solved a problem that was vital to everyone concerned. The Florida Power & Light Company, because of the unprecedented growth of South Dade County, required the establishment of a power plant in that area. The logical location of this new plant was a site located on Biscayne Bay and within an exclusive residential estate zoned area; logical from an engineering standpoint of central location, and from the standpoint of the feasibility of servicing the plant by water. The Planning Board, working with the power company and the property owners in the area was able to arrive at a solution that was satisfactory to all concerned. The installation was set back some 400 feet from the access road, and the intervening area landscaped under the direction of the County Parks Superintendent. Residential structures, comparable to the residences in the area, were required and were built by the power company for its plant superintendents on this frontage. The design of the plant was controlled to the extent that the smoke stack was made to simulate a lighthouse, and the gates to the plant are exact replicas of the original Spanish gates of St. Augustine, the oldest city in the country. Through this meeting of minds, the plant is now in operation and, because it is so designed, screened and landscaped, the site and the operation blend harmoniously with the surrounding country. Thus, with proper application of good public relations, such conflicting uses as industrial and residential development can live together on good terms.

The story of the Florida Power & Light Company's expansion illustrates that good public relations can be a powerful factor in the

acceptance by the general public of items which go to make up the growth of any community. Only through such salesmanship, and more important, the education of the public in the need for and merits of the application of good planning principles, can the support of the public be obtained for such things as off-street parking regulations; the enactment and enforcement of up-to-date zoning and subdivision regulations; the establishment of an adequate official right-of-way plan; and the need for preserving particular areas for particular uses. And when speaking of public relations as it applies to the planning field, the public is made up of the individual citizen, the local governmental agencies and in many instances, of other municipalities and independent communities. In this latter category, the planning commission may have its biggest selling job, for while the planning commission has no authority over the independent community, the development of that community may have great influence and effect upon the development of the area controlled by the planning commission. Such a situation exists in Dade County, the county consisting of twenty-six independent municipalities and the unincorporated area. In order to promote and encourage a unification of action, and purpose, the County Planning Board sponsored a County Coordinating Planning Council. This Council consists of officially appointed representatives from each of the municipalities and the County. The meetings of this council have featured speakers of national and state-wide reputation in the planning field. Further, these meetings have pointed out the fact that the Council members are faced with similar problems and that solution of these problems lies in the cooperation of the members and coordination of their efforts. Members have learned that many varying methods are being used to achieve similar objectives and that unification of procedure and adoption of proven methods will assist the individual members and the county as a whole. The formation of the Council and the subsequent meetings have resulted in the formation of new municipal planning commissions in one or more of the member cities. The organization of this Council, and the resulting improvement in relations between the separate communities and the unification of their efforts, is a perfect example of good public relations at work and at a level where important results can be accomplished.

Good public relations and effective planning go hand in hand. Planning, on a big scale, is a relative new field of public endeavor and the future of planning and the orderly development of our communities will result if good planning principles are whole-heartedly embraced and adopted by the public. This depends on good public relations. It is the duty of the Planning Commission to keep the public so informed of planning and the planning program that they will be accepted automatically as a part of the communities' needs and community life.

Panel on Metropolitan and City-County Plans

INTRODUCTION

LADISLAS SEGOE, Ladislav Segoe & Associates, Planning Consultants,
Cincinnati, Ohio

THE second topic on this morning's program—Metropolitan and City-County Plans—should be an especially interesting and provocative one for a number of reasons.

In the first place, experience with metropolitan area planning—that is, planning for the coordinated development of the social and economic unit that constitutes the whole of the metropolitan area—is quite limited. The theory and practice of metropolitan area planning have not as yet evolved. Policies, methods and procedures, proven by experience to be sound and effective, are not yet available to serve as a guide in establishing a planning agency for a metropolitan area, in framing the scope and nature of its program and activities, and for implementing its plans and recommendations.

We have but a few metropolitan planning agencies and most of these are unofficial. Even the handful that are official, established under state statutes, usually must depend on the planning and other agencies of the localities in the area for carrying into effect their plans and recommendations.

Compared with city and county planning, both of which made remarkable strides, planning for metropolitan areas has certainly lagged and had difficulty in finding a way to be effective. This can be attributed chiefly, I believe, to the disorganized state of local government in metropolitan areas and the lack of a local governmental unit having jurisdiction over the metropolitan area as a whole.

From the planning point of view this situation is especially regrettable. For the metropolitan area or region is recognized to be the logical unit in planning for the future development of our major cities and urban areas. Neither the central city within its corporate limits, nor the unincorporated parts of the county—the usual city and county planning areas, respectively—may be considered satisfactory planning areas, being but more or less arbitrary parts of the total inter-dependent social and economic unit—the metropolitan area as a whole.

Under these conditions it is not surprising that the efforts at metropolitan planning vary widely in respect to the type of organization, objectives, programs, etc. Some of the organizations are official agencies financed entirely or in most part with public funds; others are private organizations supported by private contributions. The scope and nature of their programs and activities also differ considerably. Some recognize that metropolitan planning should be primarily concerned with those features or aspects of development in which the people of the entire

metropolitan area, or more than one city, county or other local unit, have a common stake or interest. Other metropolitan planning agencies confine their activities exclusively or predominantly to the stimulation of and assistance to local planning agencies—on the assumption, perhaps, that effective planning by each of the local units in the area will also accomplish the objectives of metropolitan planning. Still others pursue programs and activities partaking in various degrees of the character of the foregoing two types.

As you can see, metropolitan area planning is obviously still in the experimental stage. We cannot say as yet what type of organization, what policies, methods or procedures are best suited and are most likely to prove effective. Chances are these will always have to be adapted to local conditions and local opportunities at the given time.

We are to hear this morning about three such planning agencies, their organization, programs and accomplishments. Toledo and Lucas County (Ohio) Planning Commissions; the East Baton Rouge Parish (Louisiana) Planning Commission; the Franklin County (Ohio) Planning Commission (Columbus, Ohio). It will be interesting to learn of the different ways in which planning for the metropolitan area is being practiced in these three localities.

TOLEDO-LUCAS CO.

ROBERT F. FOELLER, Director, Toledo-Lucas County Plan Commissions,
Toledo, Ohio

THE City of Toledo is the hub of a larger urban area which occupies about 155 square miles of area around it. Toledo has a present population of about 305,000 persons while the urban area contains about 385,000.

Toledo has had a City Plan Commission since 1916, or for over 36 years, making it one of the oldest in the country. Lucas County, which contains the City of Toledo, appointed its County Planning Commission in 1924. It has been operating for 27 years.

The City Plan Commission completed its Master Plan in 1925, which resulted in a similar study being completed for the County Planning Commission three years later. For eight years the Toledo City Plan Commission and the Lucas County Planning Commission worked in cooperation to provide guidance for the proper growth and development of the Toledo area. During this time the two Commissions operated separately with separate quarters and staffs but with a continuing awareness that the problems of one were actually the problems of the other. The population growth was greatest in the County area surrounding the City, making a densely populated section of the County. This became known as the Toledo Urban Area. It was apparent that both Commissions were planning for people. The needed and desirable services to provide for them were identical in the City of Toledo and the

urbanized portions of the County. More and more the two Commissions realized that they must coordinate their programs. Finally in 1932, with the additional impetus of more efficient and economical operation, they voluntarily combined into the Toledo-Lucas County Plan Commissions with one office and one staff serving both bodies. They have been operating in this manner for over 20 years.

Under Ohio enabling legislation, the City Plan Commission has five members and the County Planning Commission has eleven members, three of whom come from the City Plan Commission. This makes a combined Commission of thirteen members. The Toledo-Lucas County Plan Commissions have established a practice of selecting a chairman and vice-chairman from the three members who sit on both Commissions. Since the enabling legislation does not specifically provide for a combined City-County Plan Commission, the Toledo-Lucas County Plan Commissions operate legally so that each Commission takes separate votes on the matters before the joint body. On all problems dealing with the Urban Area in Lucas County, neither Commission will take action until the problem has been satisfactorily discussed and its solution agreed upon by the other. In this way complete agreement on both policy and action is accomplished and, when the vote is taken, the minutes, which are identical in both the city and county records, show the action of both the City Plan Commission and the County Planning Commission.

There are a few instances where the City Plan Commission alone takes action on matters wholly within the City where they do not have any relation to the County. This is sometimes done by calling a *special* meeting of the City Plan Commission to dispose of city zoning, land acquisition or other exclusively City problems. All *regular* meetings are combined City-County.

The City and the County share the expense of their operation by mutual agreement on a 50-50 basis. The authorized staff of 14 persons is paid $\frac{1}{2}$ by the City of Toledo and $\frac{1}{2}$ by Lucas County—each individual staff member receives pay from both the City and the County. Some items such as rent, utilities, automobile upkeep, equipment and the like are paid for in their entirety by one or the other governmental unit but the overall budget (\$96,000 in 1953) is worked out to arrive at an equal share basis.

In 1951, the two Commissions decided that it was time to bring their Master Plan, which had lagged considerably behind the changing Urban Area, up to date with the aid of planning consultants and accordingly obtained the funds for a contract (with Harland Bartholomew and Associates) from the City and the County. These funds were appropriated on the same 50-50 basis as all the other planning funds.

The revised Master Plan is now about completed. The Commissions, meeting in regular sessions, will adopt the various phases of the plan

and it will be kept up to date by the technical staff.

The presentation through visual aids illustrates the accomplishment of metropolitan planning by two legally constituted planning agencies who voluntarily consolidated their offices, staff, budget, policies and thinking into one operation in the interest of a more unified planning program. This has been most successful from a planning viewpoint.

Other speakers on this panel will present two other methods of coordinated planning—one by an official so-called Regional Plan Commission set up to plan a region of various governmental subdivisions on a proportional participating basis—and the other a consolidation or marriage of a City and a Parish (County) government which made them one legally even though each exists separately.

PARISH OF EAST BATON ROUGE AND CITY OF BATON ROUGE

R. GORDON KEAN, JR., Parish Attorney, Baton Rouge, Louisiana

IT WOULD be difficult to discuss reasonably the consolidation of local government in East Baton Rouge Parish, beginning January 1, 1949, and its effects since that date, without first discussing briefly the factors responsible for that consolidation, so that the members of this panel may have some appreciation of the background of the program and the problems incident to the development of the Plan of Government. These factors are perhaps best summed up in the introductory message of the "Master City-Parish Plan," prepared by Harland Bartholomew and Associates, nationally recognized city planners, who were responsible for the basic physical development plan, as distinguished from the governmental plan. This message, prepared in June, 1948, contains the following statements concerning the purpose and need of the plan:

Baton Rouge has had a rapid transformation from a small town to an industrial city. The population of the Parish was only 45,000 in 1920; in 1940 it was 88,000; it is now estimated to be 120,000. The city is an industrial center, the capital of Louisiana and the site of Louisiana State University. In addition to the rapid industrial development which began in 1909, and continued at an accelerated rate during World War II, both the state government and the university have grown rapidly. The location of the community at the head of deep-water navigation on the Mississippi is so strategic that continued growth can be confidently expected.

This rapid growth has been occurring without guidance or control. The community has truly grown like 'Topsy'. Any urban area needs streets, sewers, drainage, schools, parks and other facilities. The need for many of these in Baton Rouge has been almost ignored until recently. In comparison with many other cities, Baton Rouge is fully two decades behind in the provision of these essential services and facilities. As a result of this 'hit-or-miss' and unplanned growth, we find traffic congestion, sub-standard dwelling areas, inadequate schools, few parks, an intermixture of land uses, and an urban pattern that has scattered itself far too widely over the land. . . .

Realizing that no satisfactory community could possibly be developed under such a badly divided, inefficient and obsolete form of local government, an amendment to the state constitution was obtained which enabled the drafting and adoption in August of 1947, of a new plan of government for the city and parish. This plan of government will go into effect January 1, 1949. It consolidates, coordinates, and *streamlines* the government of the city and parish. In effect, it extends the corporate limits of Baton Rouge from five square miles to almost 20 square miles, including a population in excess of 100,000.

As pointed out in the Harland Bartholomew report, Baton Rouge had experienced an accelerated growth during the war years, without corresponding development of public services. This was due in large measure to the fact that the incorporated City of Baton Rouge comprised but a small area (approximately 5 square miles) of the densely populated residential section of the parish. So far as the City of Baton Rouge was concerned, this limited municipal area had provided streets with curbs and gutters, major covered-drainage channels, sanitary sewers, adequate fire protection and the other similar municipal services normally expected of municipal government. These improvements had been constructed in 1924-25, and were beginning to break down under the increased demand being placed upon them.

Completely surrounding this small incorporated municipality, having a population in 1947 of 37,000 people, was a tremendous residential area having a population of 68,000 as of the same date. The governing authority of this area outside the municipality was the Police Jury of the Parish of East Baton Rouge. Through historic development, the Police Jury, was not legally equipped to provide for or to meet the increased needs of this heavily populated area. The result was the governmental and physical development as such had reached a standstill, for the City of Baton Rouge could not provide for the needs of the increased population because the vast majority of this population was outside of the city limits, and the police jury on the other hand was not legally equipped to do so. Several alternatives were possible. Additional municipalities could be created to serve the new areas, or additional legislation could be sought which would permit the creation of districts under the Police Jury for the purpose of supplying municipal services to these new areas. *Neither plan provided a satisfactory solution for all of the problems, since obviously the continued decentralization through districts, or by the creation of additional municipalities would only make more difficult a solution needed in the best interest of the whole community.*

Recognizing these difficulties, interested citizens proposed an amendment to the Constitution of the State of Louisiana, which, upon adoption in November, 1946, became Article 14, Section 3 (a) of the Constitution of the State of Louisiana of 1921. This constitutional amendment authorized the creation of a "City-Parish Charter Commission," which was vested with authority to develop a "plan of government" to be submitted to the people for adoption. The Charter Commission was limited

only by the "constitution and laws" of the State of Louisiana with respect "to the powers and functions of local government." The work of this Commission resulted in the so-called Plan of Government of the Parish of East Baton Rouge and the City of Baton Rouge, which was adopted August 12, 1947, to become effective January 1, 1949. Basically, this Plan of Government did the following things:

(1) It extended the city limits of the City of Baton Rouge from approximately 5 square miles to approximately 30 square miles so as to include within the City of Baton Rouge a major portion of the residential areas of the parish.

(2) It provided for a Mayor-President—Council form of government. The Mayor-President, as the Chief Executive, was vested with responsibility for the administrative work of the government, and a nine (9) man Parish-City Council was vested with legislative authority, and general supervision over all branches of the government, through final control of the budget.

(3) It consolidated the major departments of government so that these departments would be responsible for both parish and city operations. Thus, for example, the single Department of Public Works is charged with the responsibility of maintaining both rural and urban streets and roads.

(4) It created urban, industrial and rural areas for taxing purposes. The urban area was co-terminus with the corporate limits of the City of Baton Rouge, and all property included therein was subject to municipal taxes, as provided for by the Constitution of the State of Louisiana. The industrial area was an area created for the purpose of encouraging industrial development, and included all of the areas in which the major industries were located. In recognition of the fact that these major industries were providing their own *municipal services*, the industrial area had the same tax base as was provided for the rural areas, which was a constitutional limit of 4 mills. The rural areas, so-called, comprised the remaining portions of the parish, which were substantially rural in character.

(5) It provided for the establishment of a Planning Commission with broad responsibility for and authority to deal with the comprehensive physical development of the City and Parish. This authority included responsibility for the adoption of a five-year Capital Budget, with provision for annual revisions where needed.

The problems confronting the new government can best be emphasized by a comparison of the fire protection facilities in 1949 and in 1952. In 1949, at the time of the effective date of the Plan of Government, the old City of Baton Rouge had one ladder truck, and five fire engines, housed in four stations and manned by 56 men. One engine was 32 years old. There were two additional antiquated pieces of equipment in the parish area. At the time of the effective date of the Plan of Government,

the old City of Baton Rouge enjoyed a base fire insurance rate of \$2.20 per thousand, while property within the annexed area had a rate of \$5.00 per thousand. Not only was there a need to supply proper fire protection services to these new areas, but the city had been informed that unless a program for this purpose was immediately initiated, a revision upward of the insurance rate within the old city limits could be expected.

Using current revenues, more than \$1,200,000 has been expended since 1949 for the purpose of developing an adequate fire protection program. Since that date seven new fire stations and one fire alarm headquarters building have been constructed, and placed in operation; 1,350 fire hydrants have been installed in the new area of the city; and the fire insurance rate in these new areas was reduced in 1951 to the same rate as that applicable in the old city limits. The property owners in the new areas have saved \$2.80 per thousand on property insurance rates. In addition, this program has formed the basis whereby, at slightly increased operating cost, it is hoped that by the first part of 1953, the basic insurance rate for residential property *throughout the City of Baton Rouge* can be further reduced from \$2.20 per thousand to \$1.80 per thousand.

Needing almost half a million dollars to complete the fire protection program, the City Council in 1951 levied a one percent Sales Tax in the hope that these additional funds would permit not only the completion of the necessary fire program, but also the construction of additional improvements so badly needed throughout the community. Surprising enough, despite some initial opposition, the sales tax has been a popular tax, and the funds derived from this source have, in the last two years, permitted considerable expansion of public facilities principally in the field of major street development, so badly needed to alleviate major traffic bottlenecks.

During the last four years much has been accomplished under the new Plan of Government. The Harland Bartholomew report recommended the adoption of a comprehensive zoning ordinance. This has been done. The Harland Bartholomew report recommended more stringent regulation of the subdivision of land. A new city subdivision ordinance was adopted early in 1949. The Harland Bartholomew report recommended the development of a proposed major street system. The Planning Commission adopted such a plan in 1950, and the City Council has provided \$2,200,000 in Sales Tax and matching funds to begin the implementation of the plan.

Under the provisions of Chapter 10 of the Plan of Government, there was specifically created a nine-man Planning Commission charged with the duty of regulating land development and for the overall physical development of the community, including zoning. In August of 1950, the City Council adopted a comprehensive Zoning Ordinance, based

upon the recommendations of the Planning Commission. This ordinance has been extremely helpful in bringing about a more orderly development of land use in the City of Baton Rouge. While there have been critics of the zoning program, it is generally felt that the comprehensive zoning ordinance has been an asset to the City of Baton Rouge and meets a long felt need.

From a planning and zoning standpoint, however, major problems still continue in the immediate areas just beyond the corporate limits of the city, which the Planning Commission has not been able to adequately cope with because of the absence of zoning authority in these areas. Under Louisiana law, parishes, as such, do not have zoning authority, with the result that while the Planning Commission has authority to develop a major street plan for the parish area and to provide for subdivision regulations, it cannot implement the program in the Parish through necessary zoning legislation. This need is felt so keenly that the Parish Council has authorized steps to be taken looking toward an amendment to the Constitution which would permit the Parish of East Baton Rouge to have zoning authority outside of the corporate limits of the city. Until this necessary legislation has been approved, the fringe area problem will continue.

The newly developed areas now springing up immediately outside the extended city limits naturally bring with them the same problems which were encountered in the new city areas prior to the adoption of the Plan of Government. Some of this development has resulted from the fact that the City subdivision requirements have been of a higher standard than those applicable to the Parish area. Real estate developers in the City of Baton Rouge contend that the difference in the ordinances has forced land development outside the incorporated municipality, and that the standards prescribed by the city ordinance make development costs almost prohibitive. While this contention is obviously exaggerated, nonetheless, it is apparent that the difference in the subdivision standards for the City and the Parish areas bears some relationship to the development in the outlying areas.

Part and parcel of this same problem is the fact that there exists approximately one mile north of the northern boundary of the City an area known as Scotlandville, which is populated largely by negro groups. This heavily populated section is obviously substandard in every way. The Plan of Government prohibits any new municipalities. These citizens do not desire to be incorporated into the City of Baton Rouge and as a matter of fact, in view of the many problems arising out of the haphazard and substandard development of the area, the City of Baton Rouge as such is probably not too anxious to assume the financial burden that would follow from the annexation of this area. District development is being resorted to in order to meet the needs of these people. Here again, however, low assessments preclude the se-

curing of adequate funds on an *ad valorem* tax basis, and make necessary a resort to various financial arrangements not always in the best interest of the property owners. This area constitutes one of the major problems confronting Baton Rouge today.

From a planning standpoint, it is believed that necessary administrative and statutory devices exist to insure more orderly development of the incorporated area of the City of Baton Rouge. Due to the problems that existed prior to 1949, and which were responsible for the adoption of the Plan of Government, it will take many years of study and action on the part of the citizens to bring this area of Baton Rouge up to desired standards. Baton Rouge has not remained stationary from a population standpoint. In fact, the Bartholomew report anticipated a population of 138,000 by 1970. More recent surveys by the Chamber of Commerce indicate that this population will be passed within the next several years, indicating that Baton Rouge is continuing its phenomenal growth. This means that the new areas of population will locate outside of the corporate limits of the City of Baton Rouge and these fringe areas will and do constitute a real challenge to the local Planning Commission and to experts in the field everywhere. It is hoped that the necessary legislative and administrative steps can be taken at an early date to provide the necessary machinery wherein these fringe areas can more adequately be dealt with from a planning standpoint, so that their orderly development will take place as they develop and not have to be initiated after they are developed.

FRANKLIN COUNTY, OHIO PLANS

C. P. LAUDERBAUGH, Franklin County Commissioner, Columbus, Ohio

THE Franklin County Regional Planning Commission was organized in May 1950, to make plans for the coordinated development of the Columbus Metropolitan area, and to provide local planning and advisory service to member communities. The region-wide studies it makes affect the growth and development of all of the four cities and twenty-three villages within the area. Its planning services enable smaller towns and villages with limited budgets to have technical advice on planning problems. Large projects such as the preparation of a Master Plan for a member community may be completed by the commission on a consultant basis at actual cost.

This Regional Planning Commission supplanted the County Planning Commission and membership is purely voluntary and open to the planning commissions of all our municipalities. Studies, plans and recommendations to member communities are suggestions only and subject to acceptance or non-acceptance by the community concerned.

The technical work of the commission is handled by a staff of eight, and by consulting engineers and other specialists which are hired directly by the commission. Such technical work to date has resulted in: amendments to the zoning ordinance, subdivision design, the preparation of an excellent set of maps of the city and county, the use in Franklin County of the sanitary land-fill method of disposing of garbage and wastes, the published expressway plan, general plans for several townships, an industrial study of Columbus and Franklin County, and the initiation of a basic sewer and water survey for the region. We feel that this is an excellent record of accomplishment for a short two and one half years of existence.

The Commission is very proud of the support of the Metropolitan Committee, originally formed to support our city, county and schools bond issue of 1945. All of the projects of this \$22,700,000 bond issue were voted on favorably and all have now been completed with the exception of the \$4,500,000 Franklin County Veterans' Memorial, which was advertised for letting in March.

Soon after the formation of our Regional Planning Commission, a traffic survey of the area was conducted by the Ohio Department of Highways in cooperation with the U. S. Bureau of Public Roads and Columbus, the major city, and Franklin County. A comprehensive study of this survey was made by the Regional Planning Commission showing the actual facts of the traffic situation and suggestions for solution of the traffic muddle. The firm of Howard, Needles, Tammen and Bergendoff was employed to prepare an expressway system for the entire area.

In April, 1951, the Columbus Metropolitan Committee, backed a bond issue of \$8,350,000 for a government-approved program for expressways and freeways. This program included an inner belt line and county feeder lines. This issue, to which the electorate subscribed, will mean an estimated \$39,000,000 together with state and Federal aid. This forward step in the Metropolitan area is specifically designed to untangle the automobile traffic we find ourselves confronted with on streets and roads designed to handle 60,000 vehicles but are now being called upon to handle 155,000 automobiles, busses and trucks.

Plans are now before the Ohio Department of Highways for the first section of the inner belt of the expressway. The contract for this work is to be let this summer.

The entire plan for the expressways will provide for a safe, orderly and fast method of traffic movement through and around the urban area.

With a population increase from 1940 of 388,712 to 503,410 in 1950 and an estimated 527,000 at the present time, one can readily see the need of a regional planning group.

THE ATLANTA EXPERIENCE

DR. ALLEN D. ALBERT, JR., Executive Director,
Trustees Committee of Development of Emory University, Atlanta, Georgia

IT IS A great pleasure to be here and to discuss city-county consolidation in terms of Atlanta and its Plan of Improvement. It is a rare person who does not like an opportunity to talk about his city and about a movement in which he has had a part. I confess, I get a great deal of pleasure out of doing both things.

I realize that my subject is more general than that but I must confess further that I do not know of a panacea for all ills. Each patient presents a different set of symptoms and I am perfectly sure requires a special kind of medication. My hope is that in describing our patient and the treatment there may be a hint or two as to both method and medication. Believe me, we have a sense of real humbleness and of thanksgiving. It worked—but then almost everyone wanted it to. In that may be the secret.

Our problem in Atlanta was one that I have come to understand was not at all unique with us, except in so far as every social problem is somewhat unique, but was merely a highly aggravated case of what has come to be known as *Suburbanitis*. There is no question that this patient had a marked congestion as to area, inflammation of the tempers of the people, and malnutrition of respective treasuries. In addition, there was beginning to be a decided anemia in the matter of civic leadership still within the center of the City.

Specifically, a population of around 300,000 was compressed within corporate limits of 35 square miles. Pressing in tightly round about was an urban area which, in population—about 124,000—was larger than Savannah, Georgia's second city.

Now, urban areas whether they lie within or without corporate limits require urban services. I never saw a germ that could read a city limits sign, nor a criminal who paid too much attention to a map, nor a sanitation problem that was diminished by being under a different unit of government, nor school children who had different needs because they were labeled *county* while their playmates across the street belonged to the *city*. Urban areas are urban and have urban requirements.

It is not surprising, therefore, that over the course of years the county government had progressively gone into the city business of providing such services. Fire, police, health, sanitation, public works, and all the rest were represented by duplicate services within and without the corporate limits of Atlanta. Furthermore, the burden of providing such services, operating such departments, bore down with increasing weight on county and city dweller alike.

I know that none of you will be surprised to learn that the problem was one rapidly becoming worse and infinitely more expensive. *Su-*

burbia was growing on an average four times as rapidly as the city proper. The county tax-rate, with the exception of a special school levy borne by the non-Atlanta dwellers, was almost equal to Atlanta's rate and was superimposed so far as city dwellers were concerned on top of their own. Moreover, county authorities were frank to say that either this county mileage must be markedly increased or the services would become progressively thinner.

Bad situations make for bad tempers. This was no exception. An attempt was made in 1947 to annex the more desirable portions of the outlying area and no *Donnybrook* was ever rougher. City officials and proponents of *annexation* were called every name not found in polite dictionaries. On their part they were not slow in retaliating. Fact-finding meetings developed emotional hysteria that merely clouded the issue.

The referendum itself was a farce. Less than 10 percent of the registered voters took the trouble to go to the polls and annexation lost by a few hundred votes, something like 1800 to 1200.

A year later, the election of a whole new delegation to the State General Assembly—three representatives and a senator—provided an opportunity to try it again. A slate was put up pledged to annexation whether the people liked it or not. Of course, a contrary slate was qualified and the resulting elected delegation was a little of each.

All of this pointed up the need for *some* solution. In particular one of the anti-annexation representatives, the Chamber of Commerce and the newspapers dedicated themselves to an orderly study leading to a sound solution. Representatives of all groups were called together by the Chamber of Commerce and in a variation of "one for you, one for me" agreed upon six citizens of Fulton County to study the situation and recommend a Plan or plans. In addition, since Atlanta lies in two counties, a watchdog sextet was selected from the unaffected county to guard the rights of citizens of Atlanta living outside the Fulton limits.

The makeup of Fulton's commission is one of the keys, I think, to the success of the work. Two members, a contractor and a laundry executive, had been anti-annexation leaders, the other four—a lawyer, a labor leader, an executive of a packing plant and I, a university professor—had no record one way or the other. An additional member later elected as a substitute for one who had to withdraw because of illness was president of an industrial company. The watchdog group proved exceptionally interested and very valuable since they were in a sense objective and yet had a stake in Atlanta's welfare. Both groups were to prove devoted and hard working.

The actual names of the commissioners as well as duties and responsibilities were embodied in a bill introduced and passed by the General Assembly. Other important factors were the granting of subpoena power—never used but a threat—and, very important, a provision that

twenty-five thousand dollars should be paid jointly by city and county for the expenses of the Commission. All commissioner expense, travel, meals—even secretarial and mail—was paid personally by the individual.

We of the Commission began our work with the sobering realization that such movements had an almost unrelieved record of failure. We studied the rare successful ventures most carefully but we were aware of a fact frequently pointed out to us by skeptics that almost every city had a “door-stopper” in the form of a very expensive report which served no other purpose.

As we looked over such failures—and we undertook to find out about all we could—two chief weaknesses stood out: (1) Plans were so complicated that it was well nigh impossible to make them understood by any large number of voters, and the voter will vote against a change he does not understand, and (2) Such plans often failed to take into account local tensions and culture, and, above all, personal factors and local personalities.

To guard against point number one we determined to keep the Plan simple. Indeed, we set as our goal that, basically, it should be capable of being placed on a poster. You may be interested to know that the poster subsequently used was

“To unscramble local governments
Vote for the Plan of Improvement.”

We could, as a matter of fact, have put all seven points of the Plan on a large poster.

To protect ourselves against point two we employed a local business analyst firm which enjoyed a high degree of local confidence and whose personnel was thoroughly aware of all important local considerations which could prove fatal if disregarded. This firm served as the secretarial staff of the commission and too much credit cannot be given to their devotion and ability.

While no question ever was raised as to the truth or validity of our data we early asked the local chapter of the American Society of Cost Accountants to appoint an auditing committee to check our figures and a committee of the Atlanta Bar Association to help on legal matters. Both proved very valuable.

Several local considerations gave us a ready made timetable. The law specifically provided we must present our Plan or plans by the opening of the next session of the General Assembly—about the middle of the next January. At the same time we had to keep decidedly in the background until after the first weeks in September. The reason for this latter limitation was the fact that a Primary for Mayor would be held at that time and we felt that any indication of the results of our study would become a political football.

This last factor greatly affected our relations with the newspapers likewise. Since our study would be largely exploration and would con-

sist of discussion rather than conclusion, we felt any publicity at this stage would be bad. At the very beginning, therefore, we invited some half dozen members of the working press to meet with us to discuss the problem and leaned heavily on their advice as well as that of their Editors and Publishers.

The period from March to September we gave over to a intensive study of all departments and to an endless series of interviews with everyone connected with either government, all of those at a policy level and a multitude of others besides.

The week of September 12th we held public hearings and asked the newspapers to pull out all the stops. Some 300 persons were invited specifically, and we made an appeal to the general public. From 9:00 to 5:00 for five days they appeared in an endless stream. We heard everyone who was convinced he had a solution or even an idea, and put every word of it on discs which were summarized and then made part of the permanent record.

Out of the hearings and the detailed study came a Plan. As a matter of fact about eight plans were prepared by individual members. These were tabulated and then began the process of reconciliation and consolidation.

Two bits of mechanics were agreed on: There would be no split votes—the Plan would be a consensus—and we would allow enough time for full discussion. Both principles were adhered to completely. We met at four o'clock in the afternoon, stopped for dinner, and went back to work. By Thanksgiving the Plan was agreed upon and had been read to both city and county officials.

The next Sunday and each Sunday until Christmas one major phase of the Plan received full coverage. In addition, during the week columnists, editorials and feature articles dissected the Plan and, I might say, the planners. On January 16, 1950 the complete, printed Plan of Improvement was presented to the Fulton and DeKalb county delegations.

Briefly, the Plan provided for the following seven major factors:

1—Eliminate duplicating services by putting traditionally urban services under the city, those traditionally performed by the county under the county.

2—Remove the need for urban services to be performed by the county by extending the city limits to include those areas demanding or receiving such services. (This added 82 square miles to the 35 the city already covered.)

3—Retain the present political forms of both governments without change. (We felt that the problems to be faced would need the attention of professionals working with established structures and departments. We had seen several bitter object lessons where this need had been overlooked.)

4—Consolidate all tax functions, collectors, receivers, and assessors

under one structure including one set of books and maps.

5—Limit the County Public Works to non-corporate areas and set a ceiling on mileages for such purposes. (This at one step provided for a large saving and removed a pernicious political weapon.)

6—Protect all employees rights as to employment, pension, and seniority. (The cost of this proved to be negligible through "quits," retirements and deaths.)

7—Provide for public referendums on the *Plan as a package*, citizens of the city and of the affected areas voting separately, and affirmative votes of both being required.

The referendum took place in June and the Plan was overwhelmingly endorsed and the commission then set about preparation of what turned out to be forty-one bills and five constitutional amendments. With the preparation of bills by the commission's attorney its work came to an end. Before that another essential body began functioning.

This other body was a citizens committee established by the Chamber of Commerce. The Commission had begun its work with the feeling that it was a quasi-judicial body and that it had, therefore, to maintain a clear objectivity. To undertake to sell the Plan or to electioneer for it seemed to us to be out of character. The Citizen's Committee, therefore, took over this all-important task.

Atlanta was extremely fortunate in having available a group of men thoroughly experienced in campaign organization. Thus, when the city was divided into three sections there was a qualified chairman for each. One had been Red Cross Campaign chairman for ten years; another had been chairman of a successful bond election campaign of a year before; the third besides other qualifications had been manager of one of the mayoralty candidates.

The three chairmen divided their areas up into high school districts; high school chairmen into elementary school committees and the latter into block organizations.

The whole philosophy of the campaign was that of EDUCATION. We all believed in the Plan. We felt that if others understood it they would likewise. We did not indulge in campaign oratory of promises.

I attended a few block meetings and I presume they were all much alike. One family would call up those of both sides of a block and invite them over and they would come bearing canvas chairs. Then sitting out in the evening on the lawn the speaker would give a short summary and answer questions. How many such meetings were held no one knows. We think well over 400. The speakers bureau was constantly filling engagements. I am always running into someone that tells me he took part—often people I had known nothing about. Certain it is that everyone who desired to know about the Plan could find out.

A few weeks before the election a telephone battery was set up to answer questions over the phone and it was never busier than on election

day. In the election, with a large vote, portions of the city went nine to one in favor. The outlying areas were as high as three to one with two to one the average. Only two small precincts went against the Plan.

The Citizen's Committee continued in operation and later on functioned in the passing of the constitutional amendments. It has continued to keep watch over developments.

The third step has, of course, been the putting of the Plan into effect. One mechanism set up was a "Joint Performance Committee." This was made up of city and county officials who had the job of adjudicating details, such as space, seniority, job standardizations and the like.

Basically, however, there were no real difficulties. Department heads willingly worked with their opposite numbers. The finest spirit of cooperation prevailed throughout on that level. The problems of the lower levels did, of course, require ironing out but nothing serious developed.

The actions of the government heads differed somewhat as would be expected. The mayor went all out to make the Plan a success. Where it was feasible improved facilities were pushed at once into the new areas. Where watermain, pavements or street lights were being installed a sign was put up saying "A Plan of Improvement Project."

The county fathers were far less enthusiastic but basically did not stoop to sabotage, except insofar as they have attempted to have lifted certain restrictions, particularly those on public works. The first county budget for the year the Plan was to go into effect, 1952, included some \$700,000 to put the pensions system on a sound footing at one fell swoop. Other hundreds of thousands went to refurbish the court house. There were many other non-recurring items of that nature. In most cases, however, the things needed doing and the whole set-up is much sounder than before.

Immediately tax bills showed a marked reduction for the home owner and small business. The larger businesses showed a moderate raise but have continued their strong support of the Plan. General feeling is that as time goes on increased efficiency will save what had promised to be a pretty dismal future.

One year of the Plan has gone by. It has had far fewer bugs in it than we had dared hope. Cost of the Plan and the Citizen's Committee was not large. Besides the original \$25,000 set up in the bill creating the commission, \$8,000 was set up to draw the first bills and conduct the referendum. This \$33,000 total was split evenly between the county and city.

Following the successful referendum an additional \$5,000 was needed to prepare the great mass of legislation. To this the county did not contribute and the city bore the whole burden. Full use in addition was made of city and county legal departments.

The Chamber of Commerce appropriated \$6,500 to conduct the Citi-

zens campaign. Of this only \$3,000 was spent.

Looking back on the procedure, it seems to me that there is little we would change. We were motivated by a desire to *get the best achievable Plan*. We had no hope of a millenium. We wanted the best we could get. We were willing to compromise on little things to get the big ones. We trusted in the good will and desire to achieve a solution on the part of everyone. Good as our secretary's organization was the Plan was the creation of the Commission.

I have often wondered whether a solution could have been achieved if its need were not so obvious and if the bitterness of the annexation fights had not cleared the air. It is possible that the problem would have been simpler if the bitterness had not been allowed to develop but that is speculative. There are certain factors that give me pause as I discuss Atlanta's solution. One of the reasons it succeeded was that it was carefully tailored to fit the local situation. As much alike as other cities problems may be they cannot be identical. I doubt that our coat cut to fit another city would work. I believe our procedure would; but—the end product should be cut to fit another city from the beginning.

State laws differ, local tensions are unlike. Governments and communities are people. A good Plan must take them all into account.

I do believe that with a spirit of good will and a desire to cooperate a solution is possible to find.

To you who seek good for your cities I say, "The Way is open to men of good will."

Regional Shopping Centers and Their Effect on the Future of Our Cities

ARTHUR RUBLOFF, Chicago, Illinois

MY DISCUSSION with you on the subject of Regional Shopping Centers and their effect on the future of our cities is one of a very controversial nature.

The commonly used term "Shopping Center" is a misnomer. Fundamentally, a Shopping Center, as I believe you will agree, is a group of approximately forty or fifty stores anchored by one or more major department stores, that together as an *integral* unit offer a wide selection of all types of merchandise in all price ranges to adequately serve a major trading area, providing what we term a "one stop shopping facility." Emphasis on charm and appearance to make shopping an exciting and pleasant experience is fundamental.

The Regional Shopping Center of today incorporates the maximum shopping convenience with adequate parking facilities. In addition to the convenience of parking, proper access from roads or highways providing satisfactory ingress and egress without traffic congestion is of prime importance.

I question whether there is adequate proof or experience to date as to the actual parking requirement for a Regional Shopping Center. The necessity, or practicability, of parking 6000 to 10,000 cars at one time in any development has yet to be proved, and may be considerably over-emphasized—dependent on all of the factors involved. However, this problem is in itself a major subject on which time will not permit further discussion.

While a background of real estate experience is essential in projects of this kind, a full understanding of the fundamentals of modern merchandising is most important. The selection and coordination of a well balanced group of tenants is a fundamental factor in the success of this type of development. In essence, Shopping Centers are more of a merchandising promotion than a real estate venture.

Now that we have more adequately defined a Shopping Center, to the contrary notwithstanding, hundreds of such so-called developments have been built or are under construction in all parts of the country. Whether they consist of five, ten, or fifteen units, today they are called "Shopping Centers," but are really what we term "Strip Developments." Much of this type of building has been encouraged by the expansion of our supermarkets, and surprisingly enough, the supermarket in itself does not necessarily complement or benefit other retailers. This is in no way a derogatory reflection on supermarkets.

Generally speaking, all women enjoy shopping, and particularly spending money. Women even enjoy window shopping without spending money. What they dislike doing most is shopping for groceries. When

a woman leaves a checkout stand of a super-market today, she may or may not have found convenient parking; she may have been obliged to use the street car or bus; she may be hampered with children because she could not get the services of a baby sitter; or any other number of factors. In any event, she is loaded down with bundles. Obviously, she is not a potential shopper of other stores, hampered with these inconveniences. Her first thought is to get home and unburden herself.

The building of these countless strip developments that are mushrooming throughout the Nation, is a tragedy and unless checked, in many instances will eventually lead to blight or disintegration of many areas. The reason is simple, my friends. We do not need more stores. *What we do need are better stores.*

Today in the metropolitan areas of many important cities, regional shopping centers are in the planning stage and some are under construction, notably Hudsons' in Detroit, Lakewood Center in Los Angeles, Stonestown and Hillsdale in San Francisco, Daytons' in Minneapolis, Marshall Field's Old Orchard in Chicago, Southgate in Milwaukee, and Northgate in Seattle are but a few. This transition is of course, *decentralization*. This movement of retailers on this scale is without precedent, for most of these developments are being built on what once were farm lands. This transition, if successful on a large scale, will continue to accelerate decentralization and could very well change the lives and habits of countless people, and be the ruination of our already established areas.

The migration to the outlying areas because of the lack of housing, and the continued expansion of home building in these sections, together with lack of parking facilities in congested downtown areas, have been prime moving reasons or excuses for the building of shopping centers. Few have given consideration to the importance of revitalizing our established business areas.

Up to a point the movement to the so-called suburban or peripheral areas of our large cities is healthy, for it reflects growth in our urban population—an expansion of our natural resources—and a furtherance of the new way of our American life.

If this were just a migration of people I would not attempt to be an alarmist or to lift a warning finger. In part however, this is a movement of capital, merchants and business—a migration which is healthy for us so long as it meets newly developed needs without undermining the life of our downtown or already economically self supported and established business areas.

A few centers now being planned are so close to already existing and established facilities as to threaten the value of millions of dollars of real estate if they are built, which in turn could seriously affect the already overburdened tax structures of established communities. Notably, Houston, Phoenix and Fort Lauderdale, are three cases in point.

The confusion on the part of many chain store operators, as well as independents, is amazing. To lure them into some of these developments, unsound concessions or other inducements are offered which could have far-reaching effects on themselves, the developers, and the lending institutions. Our hands are necessary to our well being, but we would not develop them at the expense of the heart.

Fortunately, I don't have to sell this group on the importance of solidifying the downtown and already-established retail areas of our cities. We must convince others that to undermine the long established tax loaded business sections will lead to many repercussions. If we do not, we will kill the goose that is laying the golden eggs. The developers of outlying shopping centers, who are one of the prime movers in decentralization, have been completely oblivious to the possibility that our municipal authorities may very likely force annexation of peripheral or suburban areas into the tax structures of our cities in order to meet the ever increasing cost of government. Needless to say, farm lands enjoy a far lower tax rate than existing established business sections.

I do not suggest that we attempt to curb the development of regional shopping centers, provided (1) the facility is an absolute proven necessity, (2) it will not adversely affect already established business centers, and (3) the available spendable income is adequate to support it. It is axiomatic that there is just so much spendable income in the country as a whole, or broken down in any given locale. New centers, not warranted and competitive to already established business areas will tap those spendable dollars supporting these business sections, and the end result will be a division of sales not sufficient to support either.

I recommend with all the force at my command that we encourage cities, civic leaders and planning commissions to activate and develop comprehensive master plans as they relate to the needs of our metropolitan areas as a whole, implemented by the most exacting and enforceable zoning laws and regulations. This, obviously, would provide for the orderly sound solidification and proper growth of the community.

As President of the North Kansas City Development Company, I have employed City Planners to work with me in the development of a comprehensive master plan for our city, comprising approximately 6500 acres. We have spent about two years on this program, which should be substantially completed before long. Our community consists of industrial, commercial and residential segments, of which we own a large part. Because of the many lethargic, disinterested persons and free riding interests, I am paying all of the costs.

To say that careful study should and must be given to the economic factors involved as they affect communities in all shopping center planning, is an understatement. A civic responsibility presses hard on the shoulders of those who have the courage, experience and financial resources to undertake these types of developments. Safeguards for the

metropolitan area as a whole must counterbalance the construction of these new facilities. Peripheral projects must not undermine the economic safety of long-established business areas. Central business sections must be resurrected, refined and re-improved. Aside from the tax loads they carry, they represent the hearts of our cities.

In my judgment there is no royal road to the revival of undernourished urban areas. No one city has a monopoly on this need. The problem is nation wide. A completely integrated development of our metropolitan areas as a whole, patterned after master plans, is required. Up to now we have not been getting this balance. The balance that we need cannot be emphasized too strongly. Natural economic laws may produce this outcome. I hope so—but it is so unfortunate that we have to accomplish it the hard way.

Probably the modern shopping center is much too new for us to define its ultimate design or state its final contribution to the community. In the whole United States there are few men equipped by nature, temperament and experience to call themselves "experts" in this hazardous field. For every successful shopping center which will make a contribution to the economic life of America in the next ten years, at least ten ill-advised shopping centers will rise to plague their builders and the communities they seek to serve. Or they will go through the blue print stage—like the mockups of crudely designed jet planes which will never see the operating light of day. May I say again, there are in this country a number of cities where the construction of a major shopping center would afford a sound, practical basis for retail development. Yet the opportunities for successful centers will rarely come—even to men with the foresight, courage and judgment to build them. There are few locations in U. S. cities that warrant the erection of shopping centers, large or small. Shopping centers are not the solution to the retailing problem in this country.

That regional shopping centers are geared to "America On Wheels" is an evolutionary matter. The automobile is "here to stay" and unless sound planning and thinking are provided by those concerned, nothing we could do would prevent the ultimate construction of ill-advised drive-in centers designed to accommodate mobile shoppers.

The Regional Shopping Center is revolutionary only in the sense that it reverses a centuries-old custom of expecting the customer to seek out the merchant. The well conceived and planned shopping center of today is successful because it stimulates the merchants to meet the needs and provide maximum convenience to the shopper. In other words, the mountain goes to Mohammed.

On the surface it appears that I would be one most unlikely to express caution on over-development of regional shopping centers—especially to the large group who know that I am the creator and builder of Evergreen Plaza, one of America's outstanding and finest shopping centers.

Partially opened in August, 1952, and now nearing completion, the Plaza cost about \$15,000,000. The expenditure of over \$100,000 for research and careful planning with emphasis on customer convenience, plus know-how, is in no small part responsible for the huge success of the Plaza. To date over five million people have shopped in our development and I believe have discovered that it is an exciting pleasure to shop in Evergreen Plaza.

Situated on Chicago's south side at the intersection of 95th and Western Avenues, it serves a strong and highly concentrated residential buying power, unbelievably void of modern and convenient shopping facilities. The Plaza is located in the very center of two of the greatest industrial belts of America, assuring a large market for employment and economic stability.

There is no shortage of vacant land in metropolitan Chicago. You may be interested in knowing in Chicago we have 103 outlying business areas,—perhaps the highest intensified system of retailing spread throughout our residential areas of any city in the country. As a consequence I spent over ten years in searching for a satisfactory location combining most of the factors I have discussed with you. After I finally decided on this location, I was obliged to spend five years in assembling 176 parcels of land, resulting in about 28 acres—a back-breaking task and very costly. I could have easily acquired from 60 to 150 acres of so-called “cornfields” three or four miles south or west at very low cost. Had I chosen one of the low-cost locations rather than the site selected, the results would have been very different, which proves that my judgment was right. What I anticipated, and no one else believed, is that approximately one-third of our total volume is derived from walk-in and bus traffic. Experience has proved and taught me that there is no substitution for the right location in the development of commercial real estate.

The most priceless asset of the Plaza lies in our merchants who comprise one of the finest groups of blue-chip tenants ever assembled.

My long look into decentralization with reference to that new merchandising phenomenon which is known as “The Shopping Center” convinces me that the pendulum's swing could very well reverse itself. The intensified redevelopment of the heart of our cities which make this country great, including new super highway systems which afford swift transportation direct to these points, and the redevelopment of our blighted areas with proper housing surrounding our downtown sections almost everywhere, is inevitable. Evidence of this is notable in Pittsburgh and Chicago.

In conclusion, may I say you are the skilled specialists in this precise field who can put new life into our metropolitan cities by not only offering your services, but by proper education of all of those groups concerned. I know of no civic duty more beneficial and rewarding.

Permanent Open Spaces in the Region

NATIONAL PARKS IN THE REGIONAL LAND-USE PROGRAM

RONALD F. LEE, Assistant Director, National Park Service,
Department of Interior, Washington, D. C.

I HAVE been asked to speak on the national parks in the regional land-use program. This subject might be approached in a number of different ways. I propose to discuss it in the light of the experiences of the National Park Service in regional planning in the years since 1945.

Regional planning, at least at the Federal level and in our particular situation, has been dominated for the past eight or ten years by the water users rather than by the users of land. The areas of study that have been chosen for investigation are watersheds or river basins. The problems which government has set itself to solve are largely water-control problems,—power, irrigation, flood control, and navigation. The agencies with far the greatest amount of personnel and funds to prosecute studies are those concerned with water control—the Corps of Engineers and the Bureau of Reclamation. In a large number of cases, the best use of the water is what determines the plan to be adopted for a river basin. The projects authorized, financed, and under construction in the various river basins in the United States, and which tend to dominate all other features of the regional plan are predominantly water-control projects.

This domination of regional planning by water-use concepts has left the concepts of land use far behind, including the concept of land use for parks and recreation. Let me remind you that this was not the situation 15 or 20 years ago when the National Resources Board was directing planning studies over the United States. Then recreational use of land was an integral part of the basic study from the beginning and was given a weight roughly comparable to the other main uses to which land and water may be devoted. Now, in river basins of the United States, the tendency is for park and recreation planners to arrive only after the locations of dams have been selected and, in some cases, the reservoirs themselves have been built. The recreational areas to be studied are not undisturbed natural valleys or hills or mountains or lakes, but artificial reservoirs. Some of these, let it be frankly acknowledged, make very satisfactory recreational areas, but others are unsatisfactory or largely worthless for recreational purposes. The problems most frequently studied are how to adjust recreational uses to fit authorized water-control projects originally located and designed for other purposes. And as far as the preservation of the monuments of archeology and history and architecture in the United States is concerned, this tends to become a job of salvage,—of studying and planning to recover from reservoir sites the remains of our heritage of history and

archeology, and then somehow getting the job done before they are flooded out and permanently destroyed. The rescued materials go into the quiet of our State and Federal museums.

The consequence of this approach to regional planning—and I recognize that I am painting this picture in perhaps somewhat darker colors than circumstances fully justify—the consequence is that the national parks, and more broadly the whole natural environment, are under attack. They are looked upon as legitimate areas in which to search for potential sites for still further reservoirs yet to be built to meet the latent demand for yet more power, more irrigation, more navigation and more flood control. These attacks have as their unspoken premise the idea that regional planning is river basin planning, and that river basin planning is primarily planning for the use of water.

The proposal to place two of ten dams in the Upper Colorado River Storage Project within the limits of the Dinosaur National Monument in northwestern Utah is a direct consequence of that kind of premise, for the study which resulted in the proposal to place the dams there was basically a water-use study. The Glacier View Dam proposal on the North Fork of the Flathead River in Montana is another example of this kind of regional planning. The applications of the City of Los Angeles for dam sites within the Sequoia-Kings Canyon National Parks, so eloquently described by Superintendent Scoyen in the last issue of the *National Parks Magazine*, are still another example. The flooding of Boonesborough, Kentucky, Daniel Boone's old town, the heart of the proposed Pioneer National Monument in Kentucky; the flooding of portions of Fort Donelson National Military Park in Tennessee where General Ulysses S. Grant received his nickname "Unconditional Surrender Grant"; and the flooding of thousands of sites of prehistoric and scientific interest in our river valleys—the unread books of our past which now may never be read by anyone—all these illustrate the same point. If—as some administrators would have it—these invasions are called *exceptions*, let us remember the warning of Dr. Rodeck of the University of Colorado, that we cannot afford to trade our heritage for a mess of exceptions.

It may be thought that what I have been describing is really a current situation in the Federal Government which may soon pass. I don't think so. It has deep meaning and deep causes and is likely to be with us for a long time to come. It is part of the fact that our urban-industrial life is invading our natural environment, submerging our history, breaking our links with our forefathers and with the natural and primeval world around us. Frederick Law Olmsted foresaw this 80 years ago and clearly described it in his article on "Public Parks and the Enlargement of Towns" which he presented in Boston on February 25, 1870. Benton McKaye eloquently described the metropolitan invasion 25 years ago in his book, *The New Exploration*. Lewis Mumford

has used the word "megapolis" to describe some of the forces that are on the march—greatly accelerated by World War II and our high upward reach toward greater and greater productive power. Not only dams but highways, the omnivorous demand for lumber, for mineral resources, and for oil, and all the other claims our economy makes upon Nature are crowding in more and more around the national parks, the national historic sites and monuments, and other sites of natural or historical significance. Where it used to be a question of claiming valuable recreational land for public use as contrasted with private development, we have now reached a time when public use is competing with public use for the same land—reservoirs *versus* parks.

G. H. Trevelyan, speaking on behalf of the National Trust of Great Britain, put this thought in these words: unless mankind "now will be at pains to make rules for the preservation of natural beauty, unless he consciously protects it at the partial expense of some of his other greedy activities, he will cut off his own spiritual supplies and leave his descendants a helpless prey forever to the base materialism of mean and vulgar sights." Mr. Trevelyan goes on to say: "This is a civic duty that cannot any longer be neglected without dire consequences. Destruction walks by noon day. Unless the State reverses the engines and instead of speeding up destruction, plans the development of the country so that the minimum of harm can be done to beauty, the future of our race, whatever its social, economic, and political structure may be, will be brutish and shorn of spiritual value."

I realize that I have presented the dark side of the picture. It is there and cannot be evaded. On the other hand, there is another side, even if it cannot be called a bright side. There are at least some encouraging signs in this never ending struggle between modern, urban, industrial civilization and wilderness, and our heritage of history.

For one thing, public interest in the outdoors has never been greater than it is today. Last year, forty-two and a half million people visited the national parks; perhaps three times as many utilized the facilities of state parks; and countless millions more used the metropolitan park systems. 26 states now rank travel among their first three industries. No less than 42,000,000 wage and salary earners are now estimated to be eligible for annual paid vacations. The very economy that is generating the pressures against the out-of-doors and against the physical landmarks of our history, is also generating a vast population that needs and desires these resources for recreation.

National conservation organizations have taken up the theme and the American Planning and Civic Association, with others, is in the forefront of national leadership in the effort to protect the national parks against invasion. These groups are rallying behind bills now pending in Congress designed to protect the integrity of the national parks for all the people and for all time. This leadership, though small in numbers,

should not be underestimated in terms of national influence and power to protect the sanctuaries which mean so much to the people of America.

One can take almost any region in the United States and see readily that in spite of adverse pressures, the national park units within it are profoundly influencing regional planning. Great Smoky Mountains National Park lying in two major eastern States, and the Blue Ridge National Parkway crossing three, together with Shenandoah National Park, comprise a major element in any regional planning in that part of the United States. Yellowstone National Park in its region, Yosemite in its region, Big Bend National Park and Glacier National Park in their respective States and touching international borders, affect land planning and water planning even outside the limits of the United States. The 23,000,000 acres embraced in today's National Park System of 180 separate areas and such future projects as the great Mississippi National Parkway from Lake Itasca, Minnesota, to New Orleans, Louisiana, linking the scenic and historic sites of our mid-continent in a north-south route for the future enjoyment of millions of Americans are altogether a major element in regional planning in the United States.

After years of ignoring or minimizing the place of parks in regional planning, the executive agencies of government have, of late, begun slowly but unmistakably to re-orient their viewpoint. When former President Truman issued special instructions for a regional study of the New York-New England area in 1950, and of the Arkansas-White-Red River Basin the same year, he requested the broad land and water-use planning study within which all resources would be considered before any plan was fixed upon. These studies are now under way; the National Park Service has a staff of park and recreation planners co-operating with the park and recreation planners of the states and with the representatives of other agencies in the basic planning work in each of these large regions. These are examples of the course which should be followed more and more in the future. They are resource studies, not just water-use studies.

Even more encouraging is the fact that in at least two studies, the land planners—and more particularly the park planners—got into the picture almost before the water planners. Those two cases are the Alaska recreation survey and the recreational study of the Territory of Guam. In both of these cases some of our most capable people in the National Park Service have traveled to the outposts of our nation. In these distant and undeveloped places they have considered on the ground the future recreational possibilities to be developed for generations yet to come. This is the kind of advance planning we can use.

In all of this, it is surely a function of national parks and recreation areas—considered in connection with regional planning—to help to preserve a balance in our national life; to help to serve as a counterweight to the forces of megalomania and industrialization that are

crowding in upon us. The national parks serve, may we say, an ecological purpose—teaching man, as Freeman Tilden has said, his place in Nature and among men. In this sense the national parks become a focus of all that is embraced in the term wilderness value. As Lewis Mumford remarked, "The establishment of Yellowstone National Park in 1872 was 'a capital event in regional culture' it 'was the first public recognition of the need for the primeval wilderness as a background for a civilized life and of the value of the natural environment for other purposes than reckless financial exploitation. It was the first recognition of landscape as a communal resource.'" The establishment of a national park in a region is bound to have an influence in its turn upon public taste and sentiment and upon the forces that lead to the establishment of state and municipal parks and recreation areas.

We must not forget the historical side too, and the place that our heritage of architecture and handicrafts, and of great men and of great events, has in regional planning. Each region of the United States is rooted in its history and in its traditions; those are what make it unique and different, and give it, at least in part, its character. The preservation of the best of the past,—the finest architecture, the settings of important events, and the unique or characteristic historic or prehistoric features that distinguish the region,—this is of great importance in providing continuity with our past and hope for our future.

This is particularly to be remarked upon here in New Orleans where the life of the old French quarter has had a cultural influence far beyond the limited area that it occupies. It has had a profound bearing upon recreation, public sentiment, ideas, and the frame of living which characterizes Louisiana, and a much wider area of cultural influence beyond the State borders.

A national park is both an expression of a region, and a link between the region and the Nation. The national park is not a regional park, and yet it is located within the region and may be its most effective and most characteristic expression. The park becomes, therefore, a connecting link in which the region has contributed its finest landscape and history to the heritage of the Nation as a whole. In this sense it carries the influence of the region into the life of the entire Nation and brings from the entire Nation the travelers who may enjoy and appreciate, in their turn, this highest expression of the region.

In a still larger sense the national park may be a link between the region, the Nation, and the rest of the world. We have noticed of late the many foreign visitors in our national parks. It is, perhaps, not unusual that a foreign visitor should take an exceptional interest in those phases of American life which are, perhaps, least materialistic.

Our national parks and historic sites express for other people, as well as for our own citizens, something of the hope and the aspiration, something of the civilized outlook which we hope characterizes America.

Therefore, their preservation and enhancement have become important in helping to interpret the role of the United States in world affairs.

NATIONAL AND STATE FORESTS IN THE SOUTHERN REGION

L. R. GROSENBAUGH, Southern Forest Experiment Station,
Forest Service, U. S. Department of Agriculture
(Read by Harold L. Mitchell, Director)

MR. HENRY CLEPPER, Executive Secretary of the Society of American Foresters, very much regretted his inability to attend this meeting. He had requested Mr. Harold Mitchell, Director of the Southern Forest Experiment Station, to address you in his stead, but Mr. Mitchell became sick yesterday afternoon and willed his task to me. I will try to indicate the role played by National and State Forests in the South—forests in which I have worked since 1936.

First, a few words about southern forest conditions might help place federal and state ownership of forests in proper perspective. Forty-three percent of the land area in the 12 southern states is forested land. Abandonment of worn-out farms and the increasing economic returns from growing timber tend to increase this proportion, although the high price of beef and consequent expansion of pasture land in the preceding few years have tended to counteract the trend. At present, the South has 185 million acres of commercial forest land—40 percent of all commercial forest land in the United States.

State, county, or municipal forests in the South amount to only 1.1 percent and National Forests amount to only 5.4 percent of this 185 million acres of commercial timberland. In addition, the National Forests include a very small amount of so-called protection forest at higher elevations in the mountains.

State Forests in the South have been established on an opportunistic basis. Many of them represent consolidated areas of tax-delinquent land, or bequests from individuals, or state lands unsuited for agriculture or commercial forestry. Probably they will always be more important as recreational areas for the public than as timber-producing areas. It does not appear likely that they will be greatly expanded except where recreation values are high or where lands are submarginal for commercial timber.

National Forests in the South, however, were set aside or acquired for only 2 purposes—to protect watersheds of navigable streams, and to produce timber. The consent of the State was a prerequisite before any National Forest lands could be purchased. Intelligent land classification was required by the fundamental law, and lands suitable for agriculture were opened to homestead entry or were excluded from purchase areas.

As a result, most of the Southern National Forests were set aside

in the roughest and least fertile areas in the region, and most areas purchased had had all valuable timber removed prior to sale and were in a devastated, often tax-delinquent, condition. It is doubtful whether the best management possible could ever cause this poorest 5 percent of the commercial forest land to play a dominant part in the South's timber economy unless the other 95 percent is so poorly managed that only a fraction of its potential is realized.

The importance of National and State forests in mountainous areas such as the Appalachians, the Ozarks, and the Ouachitas is looming larger all the time as the need for continuous rather than peak flow of water increases. The role of properly managed forests in reducing floods and stabilizing stream flow is just beginning to be appreciated. Prevention of erosion in headwaters of streams often requires a self-restraint not always imposed by owners whose objective is merely timber production. There is little controversy about the need for placing submarginal or protection forest in Federal, state or municipal ownership, although little is being done along those lines currently because of the strong sentiment for economy in governmental budgets.

Despite the fact that timber production and watershed protection are by law the only reasons for the establishment of National Forests, these forests always become a Mecca for hunters, fishermen, and sightseers. In addition to the millions using various governmental park systems, over 5,200,000 recreationists visited southern National Forests in 1951. The existence of almost 11 million acres of accessible yet timbered National Forests in the South will counteract, to some extent, the downward trend in private acreage open to public hunting, fishing, or camping. I am sure that other speakers will point out the need for more parks dedicated to recreation, or more game management areas dedicated to public hunting or fishing; but the multiple-use benefits of recreation on State and National Forests should not be overlooked.

Having mentioned the contribution of National and State Forests to such intangible things as watershed protection and recreation, I would like to note briefly the monetary and material contributions which they make to the Southern economy. In 1952, southern National Forests conservatively harvested more than $1\frac{1}{2}$ -billion board feet of wood products, which, together with revenues from minor sources, brought in over 10 million dollars to the Federal Treasury. More than $2\frac{1}{2}$ million dollars were returned to states and counties in lieu of taxes and more than 1 million additional dollars were spent on local road systems. Thus, the annual return to state and local governments was about 25 cents an acre of forest, not including federal expenditures for roads, fire protection, erosion control, planting, and administration. The figure for southern state forest receipts is not available, but their smaller area would show a much smaller total return, of course.

However, the National Forest production noted above for 1952 was

less than 5 percent of the total wood production for the South, whose public and private forests together accounted for 49 percent of the pulpwood production and 38 percent of the lumber production of the entire United States.

Indeed, the relative importance of the southern forests is bound to increase as the virgin stands in the West are liquidated. Already the Mississippi delta and the Appalachians produce most of the Nation's fine cabinet hardwoods, although the industries which manufacture hardwoods into furniture and other products are still located principally in the central and northeastern states. The South also produces all the Nation's gum and wood naval stores (amounting to 95 percent of world production).

Regional planning will have to take account of the fact that timber on non-agricultural land in the South grows faster than on any other non-agricultural land in the United States, except for a limited area in the Pacific Coast rain forests.

Thanks to southern climate and ample rainfall, trees may be harvested for saw timber or pulpwood at 30 years of age or less. The year-round accessibility of southern forests and the gentle, rolling character of most of the land (except for the Appalachians, Ouachitas, and Ozarks) allows relatively cheap harvesting of timber. All this means that private industry is probably better able to operate forest lands for sustained yield in the South than in almost any other forested area in the United States. A large and growing population furnishes a nearby labor supply and market; and such wood-using industries as paper and chemical plants are tending to locate near their source of supply and to regard sustained-yield management as better business than the liquidation to which they were formerly geared.

It is interesting to note that the South in 1950 produced raw wood having a value of 1.2 billion dollars and that it added 2 billion dollars by manufacture, while the Nation as a whole produced raw wood having a value of 2.7 billion dollars and added 7.2 billions through manufacture. Thus, the South now accounts for more than 40 percent of the Nation's total income from raw wood. As yet it only accounts for about 30 percent of the total value added by manufacture, but the trend is upward.

The 3.2 billion dollars that the South earns from wood and its manufacture constitutes nearly 10 percent of her total income. Actually, wood is a greater source of income to the South than cotton, tobacco, sugar, cattle, tourists, or any other southern crop (oil, of course, not being a crop). Returns could be greatly increased if small ownerships would adopt enlightened forestry practices, for while owners of less than 5,000 acres each now control 66 percent of the commercial timberland in the South, they pay little attention to their woodland.

Numerous plans for improving forest management on small holdings have been suggested, such as state or federal acquisition, state or federal

regulation, acquisition by large industrial ownerships, tax relief, subsidy, long-term credit, and education.

Government regulation, credit, and tax relief require legislative sanctions which have long been withheld; by themselves they could not solve the problem of small ownerships even though enabling legislation were passed. The job of education (started 50 years ago by state and federal governments) is continuing. Cooperative state and federal assistance to southern timberland owners for fire control, tree seedlings, and technical advice amounted to nearly 14 million dollars in 1952. Large industrial timberland owners (most of whom now appreciate the economic advantages of good forest management) have joined together in associations to educate the small owners on forestry matters, through movements such as "Tree Farms," and "Keep Green." Considerable controversy has arisen concerning the rate of progress being made through education, but all agree that there has been some improvement.

Large industrial ownerships will undoubtedly continue to consolidate and absorb smaller land holdings within their sphere, but many of the tracts of forest land are small islands of timber that could not be divorced from the farm lands with which they are intermingled. This same limitation would doom any attempt to integrate these farm woodlands into federal or state forest systems. Indeed, as has been mentioned earlier, it appears that except for small consolidations, such public timberlands will probably not increase in size, because many enlightened private owners throughout most of the South are now finding it profitable to manage their timber as a crop (rather than merely to liquidate it).

In realistic planning for the Southern region, then, it would appear wise to examine the following propositions carefully:

1. National Forests will probably not increase much beyond their present 10 million acres of commercial forest land, although small amounts of non-commercial or protection forest may be added.

2. State, county, and municipal forests will probably not increase much beyond their present 2 million acres of commercial forest land unless tax delinquency, water needs, or recreation uses become extreme.

3. Large ownerships of commercial forest land (more than 5,000 acres each) will increase beyond their present 50 million acres, and the quality of their forest management will improve, barring some unforeseen technological advance which would depress the value of wood as a raw material. It cannot be stated what policy the owners will follow with respect to public interest in fish, game, water, or recreation, but well-managed forests have a higher enjoyment potential than do abused forests. Liberal recreation and water policies on private land would minimize pressures for increases in state or municipal forests.

4. Small ownerships of commercial forest land will decrease somewhat below their present 120 million acres, largely because of sale to

larger ownerships. The current outlook for enlightened forest management on the part of small owners is not bright, but credit, education, and cooperative assistance will probably continue to effect some improvement.

PROTECTION OF LOCAL PARKS AND PARKWAYS

HARRY T. THOMPSON, Associate Superintendent, National Capital Parks,
National Park Service, Department of the Interior, Washington, D. C.

YOU have given me the job and the privilege of discussion with you (in monologue) problems that bedevil those of us who are trying to stand guard over parks and parkways in our urban areas.

It would be possible to list these problems one by one in sufficient number to darken the corner where you are; but I very much fear that the resulting crocodile tears would not even serve to moisten, let alone drown, a single item on our list. We would all be miserable with self pity before the list were half complete.

I take it, therefore, that we can, without too much opposition, reserve for some future time the formation of a mutual condolence society and, if possible, try to find the Abou Ben Adhem problem and concentrate on it in our list of mutual woes and point a collective finger in its direction.

Since our Chairman for the day may be held responsible for what we who are listed on this program say this evening, it seems only proper then that I report to you the nature of my remarks-to-be. They could be covered under three brief headings:

A Picture of our Cities in Decay;

The Cause of Civic Miseries;

Diet—for cars—perhaps a cure.

In preparation for this phrase-making portion of this program, I resorted to a technique used in the prize ring and, figuratively speaking, "went into training." During the past several weeks I have read and, in many instances reread every article, address and comment that has been published in the official records of the American Planning and Civic Association during the past fifteen years. That in itself, I assure you, was quite a job and, I might add, quite illuminating.

I did this thing for two specific reasons. First I did *not* wish to be accused and condemned for plagiarism. And secondly, I *did* wish to refresh my memory and to absorb the good advice and contents of the many excellent articles and reports that have been published in the *Annual* during this period of 15 years. Actually, I consider the *Annual* to be a kind of Bible that ought to be required reading for everyone who is professionally or otherwise interested in the field of civic planning. If there is more sound advice to be found elsewhere on the subject of conservation, I know not where to find it. As might be supposed, I arrived at a number of conclusions. At this time I would like to present one of those conclusions as an observation.

I have the impression that we as individuals and as a group, pursuing what some people might call glorified objectives, are altogether too somber in supporting the cause and the objectives we espouse. I am impressed that much time has been devoted to the construction of a defense mechanism designed to ward off and to defend our principles and objectives against ill advised suggestions. Perhaps more time could profitably be devoted to the perfection of an offensive machine. More battles of whatever nature are likely to be won by an advance than by retreat. Sooner or later a defense, no matter how strategic, may well be solved. I have the impression that this and allied groups have so much to be thankful for, so many successful ventures, so many pots of gold have been found at the end of the rainbows on our horizons, that it seems proper to suggest that we might now and then flavor observations with just a touch of gayety, perhaps a bit of praise, even a song, and add them to the serious views and warnings that we had better watch our step or we'll be dammed. The word is spelled, of course, with double "m."

If you detect a bit of satire in the broth, it's there to counteract that somberness to which I've just referred. It is a weapon often used to kill our good intentions. We should make use of it ourselves in self defense.

Now, if you have, as most of us do, a bit of Mr. Micawber in your makeup, you can have fun and pleasure in dreaming of your own particular city, as I think now of mine, the City of Washington, D. C., this Nation's Capital. Dream with me a moment and envision that place in which you live and work, the city you call home, as it could be, minus the elements that make it such a lovely and attractive dwelling place. The magical forces of progress and improvement have been at work. The highway builders have announced a program. The elements that give it character—monuments, memorials and fountains, the statues and outdoor places of assembly—have disappeared. They have disappeared because the spaces they once occupied are now preempted for improvements that are more faddish. Parks have been transformed into beautiful park lots. At this point you must have faith in your dictionary because a park, you will find, is described as "An enclosed piece of ground stocked with beasts of the chase." This definition is based on ancient English law. If you wish to be more modern, your dictionary will then tell you that a park is "Any place where vehicles such as automobiles are assembled." In either case the definition seems to be quite *a propos*, for automobiles and beasts of the chase are in this day and age almost synonymous. So, by this standard, park lots still are parks. The trees are now dead stumps. Mills and abbatoirs mix their aroma with the perfume of tallow rendering plants. Oil slicks from the garage pits and the little refinery by the stream side cover the river with a black and iridescent smudge. Dead fish lie in windrows along the shores of lakes and waterways. Sewerage in the raw is dis-

charged into the brooks where children play. The streets are littered with shining cans and bottles mixed with the few remaining animals and birds that did not get away before the days of improvement and progress descended upon them. Instead of symphonies and operas in our theater out of doors (they are forbidden), there is the wail of ambulance sirens coming to pick up the maimed and dead who have enjoyed that last lovely embrace of a two-ton mechanical demon. The streets have been widened so that you may park wherever you please. Park double if you like. No more of that bumper to bumper stuff. The speed limit is off. The air is frothy with the flash of neon signs resembling nothing quite so much as dragons' fire. Billboards by the thousand, with their beckoning calls to "come spend your money for my wares," are happiest at night, for then they dance, with lights that sparkle on and off. There stands your town, and mine, in utter, naked ugliness; bones and sinews only, devoid of flesh.

The cries of anguish and resentment that would most surely rise from such nightmarish scenes should make sweet music for the ears of those who, like the members of this clan and other allied groups, labor year after year and often without pay, to save our towns and cities for good living in, and viewing. We could go on but this should prove enough to set the stage.

That could not happen here, you say. That could not happen in my town, and so you think. But let me say that everything that I have conjured in this unlovely picture has indeed happened, in some degree, to transmogrify your Capital City of Washington, within the year just past.

Thank God—they do not fill the canvas of the picture we have tried to paint; and I shall not burden you with each specific instance. But we shall have more of this Micawber picture painted for us if some folks have their way.

If this be true, then, what can we, mere people, do about it?

There's much that can be done and that, I think, is almost first among the many reasons why we're here today.

Improvements must go on.

Our cities grow.

Progress will not stand still.

These observations are, we hope, quite true—but we are very young as Nations go. We're younger still where cities are concerned.

For all this youthfulness in years our urban areas are prematurely old.

They're old—they ache and hurt with civic miseries—their joints congested with an ever worsening plague "Carthritis."

The Pennsylvania Dutch were quite discerning in spelling out a fact of life worth quoting: "We grow old so early and smart so late."

I wonder if we're old enough and smart enough to diagnose the cause of "Civic Miseries" and prescribe a cure.

I think we are. Perhaps it's time we started moulding silver bullets

to correct a civic ill.

The major cause of all this civic misery—"cars"—are surely here to stay; and so are people, we would hope.

Each morning's sunrise sees some 50,000 new inhabitants on the earth, and they, like us, must have some place to live.—All that's agreed.

But, we would add, some place to live where they may know the full enjoyment of the several senses with which they are endowed.

Some place to feast their eyes and ears.

Some place to hear and smell, and if you please, some place to taste the good and lovely things this earth provides—if we will save it for them.

Some place to bathe their souls.

We—all of us—who live in cities know, and who does not, that open space room in our urban areas is held at premium prices. Like salt and seasoning that is added to the food we eat, they spoil it if they are not added, and that in good proportion.

There was a time when cows and pigs and horses were housed and lived among us in our cities.

There was a time when guns were carried openly on the hip, and daggers were a part of every gentleman's equipment.

There was a time when sewerage was directed to the open gutters in the street and acid waste from factories was discharged into the nearest stream.

There was a time when you could hang your neighbor if he stole your horse or cattle.

We do not feel that life has lost its charm because we cannot any longer do these things.

These one-time privileges are gone because the people willed it so.

The people, once informed, are by all odds our greatest ally if we will but let them know the plans we make on their behalf.

We could agree that blessings of one day may well, and often do, become the menace of tomorrow. It is often quite a chore to choose between the things that do us good and the things that do us in.

We who concern ourselves with civic matters have great faith that there will be a great, great many tomorrows. There seems to be a kind of mother instinct in our makeup that drives with a consuming urge to save and leave the good things as we know them for the daily born, the people who will be living in those tomorrow days. We have observed the ant and choose to follow her philosophy of thrift, in contrast to the grasshopper and his profligate ways.

If we could always have our cake and eat it, there would be little need to stand up in defense of thrift. The values we defend would still be there—full measure—unmarred with scars of *progress*.

In my opinion, cars—and problems they create to house and feed them, their greedy and demanding way—are by all odds the greatest threat and problem facing civic sanity. Parks and parkways are always first to suffer from their hunger. The open spaces where we go to breathe

are soon consumed with their demands, if not defended well.

Technology that spawned this thing has ringed us in the nose to lead us down a primrose path of promise—and to what?

Perhaps a brief accounting of its doings may serve to focus our attention on the “what.”

Some 50 years ago—that’s just about the time—there was born upon this continent a new and wonderful invention, conceived as a boon to mankind to relieve his weary plodding and dedicated to the proposition that there should be two mechanical beasts of burden in every man’s garage. Today, we have almost realized the objective of that proposition. Indeed we have achieved it if city streets today are a criteria.

Since it was born, this great boon to mankind has in addition to its many great benefactions: cost more to acquire and operate; created a greater change in our national life; revised the structure of this world’s economy (which is good) until it now approaches a horizontal line instead of mountains and valleys; and, to its lasting shame, it has cost more lives than all the wars throughout the world and all of the catastrophies of Nature that have been sent to plague us, during the short half century span of its existence.

Within this span of 50 years the surface of the so-called civilized portions of the earth have been scratched and graded into an intricate spiders’ web of tracks for these mechanical beasts to run upon, a lane to almost every front door in the land has been provided.

I suggest to you that the time has come to express a genuine concern that this great benefactor may in the end consume us.

The impact of 43,000,000 mechanical, multi-tonned monsters which we attach to our bodies and go hurtling through space is cause for real concern.

The National Safety Council reports that 38,000 persons perished in traffic accidents in 1952, here in this country. In addition 3,233,000 persons are estimated to be maimed or injured in this same year.

The 43 miles of coffins, bearing the victims of a last loving embrace, placed head to toe is not a pretty picture.

There will be 6,000,000 shining beasts, without an intellect, which will roll from the assembly lines this coming year according to the industry’s predictions. This should just about bring us to the saturation point. Now we can count our gear and cylinder horses by the billions.

Here, then, is the principal reason for the pressures to improve our streets which, as a consequence, reduces living space for human beings in urban areas in order to make room for them. Here, I submit, is the villain, an enchanting, lovely villain that is nibbling away at the vitals of our every city and town.

They demand and get, through programs called improvements, more and more park areas and parkway budgets that are, and always have been, very slim.

They demand and get great sheets of asphalt paving to stand upon

to await the returning of their masters.

They serve to create unlovely, multicolored barriers to enframe our every open space and public square.

They honk and shriek their coming down the highway.

They pour their fumes into the air for us to breathe.

They burden us with taxes well beyond capacity to pay in order to provide the space for their performance.

The daily chores of keeping house in parks is trivial when compared with problems posed by these noble mobile beasts.

The whimsies of Nature can be held fairly well in check, but it is a difficult job indeed to withstand the impact of the people who by the millions insist on bringing their own mechanical appendages with them into town. Like the theater or the ballpark where there is just so much room for hire, cities must be prepared to hand out the counterpart of their signs that say: "Sold out. Walking room only," or be crushed to death in the stampede.

It's no secret that any area on any city map marked "park" is fair game for almost any project you can name—for roads, freeways and bridges, schools, firehouses, or for city dumps.

The thing we need is built-in geriatrics in our laws to insure that parks and parkways will have a fair chance to live their expectant life span before betterment programs, mostly presented by our highway building associates, claim them for traffic ways. I did not say *improvements*; nor do I blame our highway friends because they, like us, are victims of this thing.

We are cursed by the proximity of urban parks to so many growth requirements in any metropolitan area.

Fortunately, we are blessed by the proximity of so many understanding people who are sympathetic to the need for preserving them.

The Planning Commission, the Commission of Fine Arts, civic groups of many kinds and this group in particular with its Committee of 100 on the Federal City all serve as a bulwark of support in protecting and preserving open areas against invasion.

Fortunately, also, there is the press which, for the most part, can be counted on to exercise an enlightened view on the side of conservation aims.

Said the *Washington Star* on February 2, this year, in commenting on the "Dim View" taken by the Committee of 100 on the Federal City in that Committee's comments on a recent proposal to renovate the traffic ways of Washington:

"There always has been and probably always will be conflicting views between park conservationists and highway builders over plans for traffic relief. The steady encroachment on scenic park areas by busy highways and bridges and grade separation structures has been resented, and understandably so, by those concerned with preserving the natural beauty of Washington.

Wherever and whenever it is possible to adopt practical alternates to park defacement or destruction, such alternates should be adopted without question.

Certainly the objections (to a program that would invade the parks and admittedly destroy park values) should not be lightly brushed aside.

Every possible consideration should be given to the commendable effort being made by many groups and individuals to safeguard Washington's beauty.

Now I have said before that we have much to be thankful for. Our defense mechanism is in fairly good working order.

No one with any sense of comprehension would dare deny that we are, on the whole, thrice blessed by the existence of our motor transports.

But nonetheless, in spite of all their blessings, they still torment us. We must get at the source of this tormentor. We would be naive indeed if we did not seek the aid of our tormentor as an ally.

We have observed the stock exchange, the motion picture industry, organized baseball and many other great institutions take stock of themselves and by self-discipline, correct a number of their errant ways.

Is it too much to hope that an industry that has grown fat on the land, so fat in fact that it somewhat resembles geese that are stuffed to increase the size of their livers, one that has contributed so much monetary wealth and happiness, yet so much sorrow, can continue to close its eyes indefinitely to the sum total error of its ways?

I do not think it can.

There was a time, and not so long ago, when every street in every town was marked "two ways" for traffic.

Then, one-way streets, no parking signs, policemen at the crossroads to serve as arbiters between pedestrians and motor cars, parking meters, painted curbs, light posts festooned with words of prohibition came in rapid succession.

Hotels and many business institutions realized many years ago that cars do not rent their rooms or buy their merchandise. They long ago forbade this thing to stop and park at their front doors.

Mass transportation on the horizontal is conceded by most persons who have given time and thought to this perplexing problem to be a major move to cure the ill. We crowd without a murmur into elevator lifts that take us to high places up and down. We mass-transport ourselves in vertical directions to reach a destination on the air. They're safe, and they're efficient and we need them. We need their counterpart upon the streets.

We have seen garages tried and they have failed to solve the problem—some patterned after dovecotes and others trying to go underground resembling to some degree the burrowing of moles. Red lights and one way streets, parking meters and "no parking" signs, traffic cops and barriers may serve as palliatives, but they do not cure.

You keep your cars, of course; but keep them in their place.

Let's be offensive in constructive ways.

Let's call for a reversal in a wasteful trend.

Let's take at least one street in every town where teeming traffic swarms to clog that street.

Let's claim it for our feet and mark it "out of bounds"—for wheels of every kind.

Let's "parkade" one congested street for people.

Instead of riding you now walk in safety; criss-cross on foot from door to door; transact your business; or you sit on benches underneath the trees now planted in the space where cars and buses, livery vans and taxicabs demand that you stay on the walks or get run down.

There's nothing new or shocking about this reclamation of an avenue or street for use of men without machines. It might even fall into the category of lower-case imagination because great and beautiful cities—prosperous and wealthy cities—on the whole have lived and flourished, and still do, in just such realms of quiet beauty. They live and flourish minus trains, tramways or motor cars within their corporate limits. I'm sure that Venice and other cities of its kind would never think of trading the tranquil beauty and quiet charm they now possess for the typical city in this country with its Macy's Bargain Basement atmosphere.

At this point I would speak *for women only*, for men will not understand the full meaning of what I now suggest. When you say "diet" they know what you mean.

They know how difficult it is to leave the table hungry now and then.

They know that fine appearance is a counterpart of pleasure, youth and life.

They know that sacrifice and abstinence from luxuries pay dividends worthwhile.

No great or worthwhile movement or crusade was ever launched or won without their help and leadership. We have tried and made a botch of things. Let's see if they can help to find the cure. Let's give to them the job of slimming down the death toll on the highways which, in the end, will lead us back to civic sanity and greatly simplify our problem in the city parks. It may be diet that we need if we would have the youthful bloom in cities which we seek. Let's see if they can mould that silver bullet that will serve to cure "Carthritis" in our cities. It is going to be quite a job but I think it can be done.

EDITOR'S NOTE.—Tom Wallace, Editor Emeritus of the Louisville Times, Chairman of the Board of the National Conference on State Parks and Vice President of the American Planning and Civic Association, presided at the session on Permanent Open Spaces in the Region. Mr. Wallace voiced the views he has long held that city, regional, state and national parks should be protected from unrelated uses.

Slum Clearance and Community Development in Metropolitan Planning

INTRODUCTION

CARL FEISS, Chairman, Planning and Engineering Branch,
Division of Slum Clearance and Urban Redevelopment,
Housing and Home Finance Agency, Washington, D. C.

CITY planners have been so busy keeping up with the expansion of major cities and the growth of suburban areas that they have tended to neglect the "old city" and its problems.

Metropolitan planning programs must include the central city as well as its suburbs. Their problems are one and the same and cannot be divorced. Central business districts are suffering from difficulty in overcoming their own obsolescence. They were not designed to meet the impact of the automobile age.

These central business districts need more room by the clearance of residential areas nearby which have become slum areas: if these slum areas can serve the community better when used for downtown parking space or commercial development rather than continued use as residential areas.

What urban redevelopment has done is to highlight our neglect of our cities. No portion of any city in the United States should contain a single slum or blighted area. Our goal should be a decent home and a suitable environment for every family.

I know of no major city in the United States—and few minor ones—which does not have slum areas. But 260 cities are now engaged in urban redevelopment programs. These cities are making use of means to clear up areas which would not be cleared up otherwise.

STATEMENT

GERALD GIMRE, Executive Director, Nashville Housing Authority,
Nashville, Tennessee

URBAN Redevelopment can play a vital part in metropolitan planning. While the Federal Act authorizing assistance to localities in carrying out slum clearance and urban redevelopment programs stipulated that redevelopment programs must be worked out in accordance with a city plan, I believe that urban redevelopment can have a profound influence on the city plan itself. Instead of merely fitting an urban redevelopment program into an existing city plan, I am of the opinion that if properly planned and executed, urban redevelopment can have a decided effect towards furthering and promoting more positive results from the standpoint of city planning throughout the entire metropolitan area.

There is evidence of some interest among southern cities in the opportunities offered towards their improvement through urban redevelopment. In my State of Tennessee the four large cities have planned slum clearance and urban redevelopment projects, although one of those cities has canceled its plans. One of the smaller cities of the State is presently proceeding with the execution of its urban redevelopment project, two others are preparing their plans, while a fourth is about ready to initiate the preliminary plans for such a project.

Two of the southern States have recently had Supreme Court decisions which preclude any of the cities in those States from undertaking slum clearance and urban redevelopment. Altogether, there are about a score of cities in the southern States which are progressing with their various experiments in slum clearance and urban redevelopment under the 1949 Housing Act.

The projects with which I am acquainted in this part of the country are seeking to eliminate some of the worst slum conditions, usually near the heart of the city, to the end that the land might be reclaimed and redeveloped for more profitable and more desirable uses. There has been little interest in the use of the Urban Redevelopment Act in open land areas, and I predict that it will be some time before such will be seriously considered in most of the cities in this part of the country. Few of the southern communities have aggregations of incorporated communities surrounding the main city; and, consequently, urban redevelopment has been of sole concern to the individual city contemplating its use.

City planning has not been used too effectively among most of our southern cities. As an example, only two of the large cities of our State have permanently staffed City Planning Commissions, and both of these localities have County Planning Commissions as well. Unfortunately, in each case the plans were prepared quite a number of years ago, and the staffs of those City Planning Commissions have devoted their time and thought largely to matters of administering the plans as originally put into effect with minor modifications as they occur from time to time. Our smaller cities in Tennessee are fortunate in having planning services available from the professional staff of the State Planning Commission. Beneficial as the consulting services from the State Planning Commission have been, it has not led to indoctrination of the smaller communities in sound planning practices. Consequently, each of the redevelopment agencies has had to either set up its own planning staff to plan effectively its redevelopment project on city planning principles, or in some instances the city has retained a consulting firm to prepare the project development and to relate it to the existing or desired city plan. I am afraid that too many urban redevelopment projects will only passively comply with the city plan, such as it may be, and in most instances I do not believe there is enough effective concern with the

effectuation of city planning programs outside the immediate opportunity to carry out a piecemeal plan through a local urban redevelopment project.

I believe in some instances good urban redevelopment projects will evolve. It would be natural to expect that not all of the projects of a nation-wide program will be equally good. The quality of city planning varies from locality to locality, also, both in conception and administration; and I think it natural to expect that the conception and quality of urban redevelopment programs will vary in the same proportion. Nevertheless, our communities have a new tool with which better to shape their city planning programs and accomplishments, and I believe it will not always be the fault of the urban redevelopment project plans if the end result is not too good.

Our cities have been struggling with unusual demands within the past few years. The expense of providing facilities for rapidly increasing populations, especially in the suburban areas; the requirements for added school facilities; the mounting traffic problems and their partial cure; as well as other acute problems, have left our cities in straitened financial circumstances. The emphasis on new developments during the past few years has been shifting to the outlying areas of our cities, and there have remained the expensive deteriorated areas near the metropolitan core. Until recently, no adequate way was provided for revitalizing these valuable central areas where many of the essential services such as sewers and water mains, fire protection, etc., are already available. We now have the means through the slum clearance and urban redevelopment program of carrying out our first experiments in re-designing and re-shaping those areas in accordance with such plans as will benefit the community as a whole.

This effort to redevelop portions of the worst blight within our cities is still so new that as yet comparatively little has been physically accomplished. We cannot positively determine the effectiveness of this procedure at this time. We have great anticipations, however, that for the first time we can take that portion of our city plan as laid down for the area selected for clearance and redevelopment and to watch it be carried out to the last detail. The opportunity is extraordinary because with one single coordinated operation, we can witness the accomplishment of every phase of a sound and comprehensive plan for both public and private properties.

At the outset of our undertaking in Nashville, the Housing Authority as the redevelopment agency sought to coordinate its preliminary thinking and planning with the viewpoints and principles of the City Planning Commission. Every detail and every thought concerning the proposal to undertake an urban redevelopment project were considered jointly by the Commissioners and the staffs of both agencies with the objective in view of carrying out a large reconstruction program within

the central part of the city. The City Planning Commission on its part concluded at an early stage in the preliminary studies that an opportunity was then at hand for the accomplishment of a substantial portion of its objectives for the re-planning of the central portion of the city. Our redevelopment project then proceeded through its planning stages and has now reached the stage where the land acquisition program is commencing. However, in arriving at the present stage, the City Planning Commission and the Housing Authority have had an unusual task in coordinating and obtaining the active participation of practically all branches of government. The redevelopment project is so all-embracing that a substantial portion of it is being carried out solely by the State. One other phase of the development is being carried out by the City. Other important phases are being carried out by the City, State, and Bureau of Public Roads. At the same time the over-all project is to be acquired, cleared of its slum, and redeveloped by the Housing Authority as the redevelopment agency. The project involves a governmental center, a new bridge, new grade separations and new highways, as well as the clearance of an old worn-out residential area situated immediately adjacent to the high-priced central business district, and the proposal to redevelop it for new commercial uses.

In addition to the detailed cooperation and execution of binding agreements and contracts with all the governmental agencies in the locality, it has been of course necessary to obtain the overwhelming support of the citizens and the civic groups, especially the Chamber of Commerce.

While a local experience in urban redevelopment, in obtaining the effective cooperation of the various governmental departments and various citizens' groups, may be of some interest in its recounting, the principal point which I desire to make is the effect that this project is having on city and county planning in our locality. For the first time, the citizens are having visibly demonstrated an actual eye-witness experience of what can be accomplished by sound coordinated community planning, principally because of the magnitude of the undertaking and the many striking improvements already in process of construction.

We did not, however, expect that the advent of this urban redevelopment undertaking would generate a new community interest in planning which is now occurring.

The principal phases of the Nashville City Plan were prepared and adopted about twenty years ago. There have been wide-spread new developments within and around the city during that time and greatly changed economic conditions. The staffs of the City and County Planning Commissions have become involved to an extreme degree in daily routine operations such as the administration of the zoning law and

the control of subdivision layouts, and the Commissions have had neither the time nor the funds with which to restudy the overall plan and to redetermine the planning objectives. The impetus afforded by the urban redevelopment project and the interest generated in the city plan have now led to a proposal for the State Legislature to create a permanent advance planning fund for the city, which will always be maintained at a certain balance, for advance planning of new improvements. At the same time, the Chamber of Commerce has appointed a committee of 50 leading citizens to determine the most important objectives of the community. Although that committee is only in the preliminary stages of its consideration of over-all objectives, it has already determined that one of the main objectives of the City and County should be a re-study and re-adaptation of the over-all master plan for the area. It is the proposal of this citizens' group that it will find the means of financing such an overall study and the budgeting of funds for the effectuation of such plans as may evolve.

I feel that in our case where an urban redevelopment project was originally conceived to become a part of an over-all community plan, it has now generated such intense interest within the community in well-conceived planning that it will result in a better planning program throughout the entire metropolitan area, as well as definite progress in the improvement of the entire urban area.

Citizens Have the Last Word

Granville W. Moore, Vice President and General Manager, Greater Dallas Planning Council, introduced the subject for discussion by pointing out that an all-important ingredient of city planning is the citizen who pays the bill. He then introduced the panel representatives of the *citizen* who is supposed to have the last word.

INTRODUCTORY STATEMENT

S. B. ZISMAN, Planning Consultant Chairman, San Antonio, Texas

IT IS fitting that at a Citizens' National Conference, the citizen should have the last word. Or at least the next-to-the-last word, for I note that the program still gives the public official the last word at the closing luncheon, where federal, state and local officials are yet to talk.

Perhaps there is sense in leaving the last word to the official, to the professional. Perhaps it is more important for the citizen to have rather the *first* word, to initiate, or propose, or set the course for a planning program, leaving it to the professional to work out the technical problems and methods, and to the official to carry out the plans.

Or perhaps it is of even more significance that the citizen have neither the first nor last word only, or even the intermediate words only. What may be of greater importance is the continuous participation of the citizen throughout the whole process of planning.

There is, I suspect, an underlying assumption that the last word belongs to the citizen in his vote, in the election of officials and in the passage or rejection of proposals such as bond issues. There has grown to a great extent, I believe, a concept that if officials, at local or at other levels, do not carry out what the public wants or in the way it wants it, the citizen has the final recourse, has the last word, by voting them out of office.

It may be worthwhile to think afresh on this "last word" concept, a negative one at best. The power of the vote might be more positively used as a "first word," as a means of approving a desired plan, program or development, rather than as a punitive measure. A protest vote does not necessarily produce a better program.

I would suppose then that this would be a good time to raise this and like questions, to analyze for ourselves what precisely we mean. Which citizens should have the last, or other, word? Is not the Planning Commission, as we have it in this country, a "citizen" group, speaking with the voice of the "citizen"? Is the "citizen" the civic group fighting to preserve a park or other much needed green space? Or is it "the boys in the back room" for whom "progress" and congestion and ugliness are all the same thing, if a deal is involved?

And where and how does the citizen speak his word—whether first

or last or intermediate—in public hearings, in citizen organizations where the politician doesn't listen in; in demonstrations of citizen activities in neighborhood developments; in his own building developments or acts of destruction?

And what word shall he speak? I have come to think that one of the most important matters to which the citizen should give voice is that of priorities, for our problem in planning is not how many things are worthy, but which of the many projects, proposals, ideas and programs are of greatest good for the community as a whole now and in the long run. What word can the citizen give on priorities?

I would like to suggest that we may be at the point where it would be well to think afresh of the place and power of the citizen's role in the planning program. We may be entering a new phase of city building where re-building or redevelopment will have at least as much emphasis as the ever spreading suburban sprawl. Perhaps in the city we need new programs of conservation as well as construction.

If we are to have new programs of building and re-building, of saving as well as subdividing, perhaps as citizens we have some new thinking to do. It might do well to keep in mind some of the questions I have raised, as we give voice to the citizen's word.

FORT WAYNE CITIZENS ORGANIZE

THOMAS P. RIDDLE, JR., Executive Secretary, Citizens' Civic Association, Inc.,
Fort Wayne, Indiana

ANY discussion of the topic, "Citizens Have The Last Word", should be prefaced by the cryptic comment, "Yes, when citizens have overcome their apathy and confusion in regard to their responsibilities and have organized, across pressure group and partisan lines, to obtain community development without losing the security which attends community solvency."

It has been said, that, "True civic wisdom is the striking of a proper balance between community needs and community resources." "The more efficient the public services, the narrower will be the gap between what we should have and what we can afford."

If we were to look at the future of our respective communities from a vantage point, what would we see?

Would we see residents experiencing greater enjoyment in living?

Would we see neighborhoods where interior streets were designed to accommodate the orderly and safe movement of vehicular traffic to and from main arterial streets on the fringe of such areas?

Would we see properly located recreational areas where children were enjoying supervised activities in a wholesome and safe environment?

Would we see modern lighting of business districts, thoroughfares and residential areas, in order to stimulate business, reduce traffic accidents and insurance rates, curtail crime and juvenile offenses?

Would we see adequate sanitary sewers, convenient shopping centers, unpolluted air and water courses, adequate utility services, sufficient schools, best practices of land-use, and efficient local government?

Or, *would we see communities where residents were apathetic toward their local Neighborhood Improvement Associations, their Plan Commissions, their government and responsibilities, citizens whose thinking embraced the convenient philosophy, "Let George Do It," and whose lack of enjoyment in living had been influenced by this expensive concept?*

It is an expensive concept, for economists predict that forty percent of our national income will be required to defray the combined costs of local, state and national governments in America where they measure the purchasing power of our dollar in terms of fifty cents.

Apathy has been defined as, "Apathy in pathetic proportions." "Why then," you may ask, "has it obtained such a grip on citizens?" The answer can partially be attributed to the fact that the system, sometimes referred to as, "the science of government," has become so complicated that many citizens no longer know their elected officials or the department of government related to their problems and needs.

Furthermore, representative government has been embellished with bureaucracies and political organizations thrive on a system of patronage, which is inimical to efficiency and economy and is little understood by those who retain a text book version of political science.

Consequently, those who elected George, in order to "Let George Do It," are not sufficiently concerned with his qualifications and, in some instances, with his meager salary. They are too prone to criticize him when he side-steps their demands for public improvements with the comment that, "This year's budget is exhausted."

It is, therefore, evident that sound community development must emanate from an organized community of better informed citizens whose desires for public improvements have been tempered with prudent thrift and initiative. The greatest resource for community improvement is the power to achieve results which stems from the team-work of citizens, business interests and public officials.

Accordingly, we have established in Fort Wayne and in Allen County, Indiana, two organizations that are closely integrated in their purposes and operations through interlocking boards of directors and a joint operational staff.

The Citizens' Civic Association, Inc., representing the business interests of the community, whose contributions to its operational fund, sustain most of its activities, sponsors and finances the activities of the Citizens' Council. The Civic Association and the Council collaborate in fostering a program of citizen education in community affairs. This process is carried on by fact-finding committees on which public officials,

professional engineers and prominent citizens, qualified by knowledge and interest, serve as members. Education is implemented by the Association's News Letter, radio broadcasts, news releases and panel presentations at monthly meetings of the Council, which are attended by three delegates from each of its fifty member organizations.

Membership in the Council reaches into the core of the community and comprises thirty Neighborhood Community Improvement Associations and twenty overlapping citizen organizations, including the Civic Association, Organized Labor, the Allen County Farm Bureau, Civic Clubs and Women's Groups. Each organization has but one vote in the decisions of the Council. Projects may be initiated at any level. They may range from a proposal affecting a large regional area, to one involving a particular neighborhood, but none can be adopted until the delegates to the Council have submitted recommendations to member organizations in the form of written resolutions for their ratification.

Concurrence on resolutions is not sought until the process of citizen education has functioned. This referendum procedure tends to cancel the influence of pressure groups, for projects must be approved by a majority of member organizations before action is taken. Thus, public officials are afforded an opportunity properly to evaluate the desires of citizens in regard to public improvements contemplated.

Numerous projects have been successfully completed within the past three years since the inception of the Civic Association and the Council. Included amongst these are the following:

1. The opening of a cross-town thoroughfare to expedite a freer flow of vehicular traffic.

2. The re-location of the city's land-fill refuse disposal operations to a more suitable location and the adoption of recommendations of citizens and health officials to assure improved sanitation and collection services.

3. The passage by our State Legislature of an Act to broaden the powers of County Commissioners to permit them to adopt County Health Ordinances regulating *septic tank installations*, the *disposal of refuse* and *commercial food handling establishments*, in areas outside the jurisdiction of health departments of cities and towns.

4. The adoption of a research project, by Purdue University, involving the disposal of municipal organic wastes through composting.

5. The preparation of and transmittal to city officials, of a complete study of local traffic problems and recommendations for their solution.

6. The completion of a survey of the city's incinerator plants for the purpose of ascertaining their minimum requirements of rehabilitation in order to afford optimum use for complete disposal of city refuse.

Current projects, which have been approved, on which substantial progress is being made toward their attainment, include the following: *River Improvement, Six-Year Municipal Budgeting and Improvement*

Programming, Two-Mile Fringe Area Improvement Plan and Zoning Jurisdiction and the Establishment of a Northeastern Indiana Conservancy District.

We have discovered that any neighborhood can be made a "picture window" through which residents can look with pride at improvements which they initiated and brought to completion. A "live wire" Community Improvement Association can spark cleanliness, beauty and increased property values. Progress starts when Mr. and Mrs. John Q. Public ask the question, "What can we do?"

The answer is, "Plant trees; beautify your back-yard; build playground equipment for your neighborhood recreational area; construct and erect street and house markers; organize a Garden Club, a Cub, Brownie or Scout troupe; acquire land and build a recreation house; Clean-up, Paint-up, Fix-up, Wake-up; prepare a Neighborhood Development Plan with the assistance of the Director of your nearest Plan Commission; solicit your neighbors' suggestions for improving their neighborhood, property values and the health of their children; take an inventory of your local personnel resources with the view of tapping the specialized knowledge of engineers, doctors, lawyers, landscape designers and social, cultural and religious leaders. It is surprising how eagerly they will turn thought and talent to the improvement of their neighborhood by actively serving on committees activated by their local Association to study problems, solutions and benefits with public officials.

Citizen action for neighborhood improvement has been dramatically portrayed by residents of the Belmont Community in Fort Wayne. Belmont Addition is located within the city limits in the growing southwest sector. The Citizens' Civic Association selected this 20 square block area as a proving ground to determine the mechanics of procedure for dealing with the improvement of blighted neighborhoods. Our objective was to determine what could be done with community-wide, coordinated assistance and with a maximum of initiative and self-help on the part of local residents, at a minimum of over-all expense to taxpayers.

After studying the area for the purpose of ascertaining the derivation and cure of blighted property values, we concluded that:

LACK OF FORESIGHT of sub-dividers of land in failing to provide proper restrictive covenants, lots of adequate size and initial improvements, begets confusion and discouragement on the part of residents who normally would contribute to the development of better neighborhoods.

LACK OF SANITATION in such areas can be attributed to non-porous clay soil, improper disposal facilities on small lots and open drainage ditches. Insanitation results in demoralization and despair when residents are confronted by its impact upon their health.

LACK OF ENFORCEMENT of building codes, zoning ordinances and health laws, we discovered, could be attributed to lack of personnel, funds and adequate authority or zeal on the part of officials and ultimately results in flagrant violations, blighted property values and contagion.

LACK OF ORGANIZATION on the part of residents who aspire to improving their neighborhood, impedes team-work in solving problems at the "grass roots" level.

Belmont offered a challenging opportunity to test new procedures. Picture in your mind's eye untreated sewage flowing from improper septic tank installations, down the street gutters to open drainage ditches; fifty-eight improperly built outside toilets, many without vaults, contributing to the pollution of the ground's surface in an area where no sanitary sewers existed; properties cluttered with refuse; an area where chickens, ducks and horses were kept in spite of laws applicable to an "A" zone; dark streets, muddy and rutted. Yes, Belmont was an area where discouragement bred carelessness and blight invited blight.

However, located in the area and surrounding it, we found neat, clean homes belonging to ambitious residents who wanted their Belmont Addition brought to the level of Fort Wayne's better additions, even though their efforts to secure improvements in the past had met with defeat because land valuations were too low to make improvements financially feasible. Note: Under Indiana law, Barrett Law Bonds may not be issued for the purpose of financing street and sewer improvements where improvement costs exceed 50 percent of the assessed taxable value of abutting land, exclusive of improvements thereon, unless 80 percent of all abutting property owners, to the improvement, sign a waiver of that provision in the law. Thus 21 percent of the owners of abutting land who may be non-resident owners and, therefore, disinterested in improving the particular neighborhood, because of the costs, can defeat projects for improving such areas.

Local Belmont residents, assisted by the Citizens' Civic Association, carried through to completion a reorganization of their former association. Capable leaders, representing eight districts, were elected to membership on the Board of their new Community Improvement Association and officers were chosen from the Board.

The desires and recommendations of residents for the improvement of the area were sought and obtained through a house-to-house canvass by Directors who used a Neighborhood Questionnaire form, designed and furnished by the Civic Association, to tabulate opinions. Residents then met and approved a rehabilitation program based upon their expressed desires. Clean-up squads were organized and residents enrolled in a "Clean-Up-For-Health" Campaign, under the auspices of their Association. Directors personally interviewed residents of each

zone to secure their enrollment in the contest and to obtain voluntary commitments from them, for the improvement of their respective premises, on a form designed and furnished by the Civic Association.

The Civic Association sought and obtained the assistance of the Ft. Wayne Board of Realtors who furnished eight Government Bond Awards and Certificates of Merit, as incentive prizes, to residents of Belmont, during their campaign. A committee of sixteen realtors participated as judges in grading the appearance of 237 residences, both before and after the contest closed in June, 1952. Roy McNett, President and Paul Gick, Chairman of its judging committee, presented awards to local winners.

Over 100 tons of rubbish was transported from the area, free of charge, by the Pete Conner's Used Building Materials Co. City officials cooperated by re-grading streets and by approving joint City and County ditch repairs which have since been completed at a cost of \$2,250.00.

The Civic Association secured photographs depicting "before" and "after" situations and with the cooperation of the *News-Sentinel*, two full page Roto Sections of the paper dramatized the efforts of Belmont residents and stimulated local initiative. Tape recorded conversations with local residents were broadcast over W.O.W.O., as people discussed plans for improving their premises and neighborhood.

An outline of procedure, for obtaining the installation of sanitary sewers, through private negotiations carried on by local residents, was prepared and transmitted to Belmont residents, after the procedure had been tested in a two-square block area, by the Civic Association. Note: Tests proved that 81 percent of the residents were willing to assume sewer costs and that 60 percent of the total cost would be paid in advance of construction in order to facilitate Barrett Law Bond financing. In order to expedite the securement of pre-paid contributions to the sewer project, the Association, as Agent for Belmont residents, entered into an Escrow Agreement with a local bank. The first sanitary sewer in the Belmont area will become a reality in the immediate future.

Our City Officials are now preparing specifications for sewer and street improvements. Violations of Zoning Ordinances have been checked through the voluntary compliance of residents who have become imbued with a "can do"- "will do" spirit and an attitude of cooperation with each other and with public officials. The downward trend of property values has been checked. Improvements will be instituted without general expense to taxpayers since property owners have agreed to assume such costs.

The Belmont Story provides dramatic proof that "Citizens Have The Last Word" if and when "The Last Word" is articulated by an organized citizenry who have evaluated problems, solutions, costs and benefits, in collaboration with business interests and public officials.

PITTSBURGH AREA CITIZENS

JAMES McCLAIN, Planning Director,
Pittsburgh Regional Planning Association

THE *Manchester Guardian* sent their Colin Mason to cover the International Festival of Music recently held in Pittsburgh. Naturally, after having come so far, he looked around a bit. His pungent comment was, "Pittsburgh is the most 'go-ahead' city in the world." This is merely the latest in a long series of such compliments. The story of Pittsburgh's renaissance has been carried in all the national magazines, and I assume that all of you are somewhat familiar with it. In the light of all this praise, it is no doubt understandable, and I hope forgivable, if our pride and enthusiasm may seem, at times, excessive. But after observing the scope and magnitude of civic accomplishment here in New Orleans, it is clearly apparent that no one city can boast of a monopoly on progress.

Certainly New Orleans could teach all of us a lot about citizen participation. Mayor Morrison estimates that he has about 5,000 people contributing free work to the city. He is especially pleased with the extensive volunteer work in the many fine recreational facilities of NORD (New Orleans Recreational Department). Planning Director Louis Bisso is doing an outstanding job in getting citizen groups to accept and support city planning. M. Wayne Stoffle and his colleagues on the Citizens Planning Committee, although they have only been organized a year, have already rendered invaluable service in connection with the proposed new zoning ordinance, and they are now preparing to extend their endeavors.

Nevertheless, I believe that Pittsburgh does provide a dramatic example of the cogency of today's panel subject. However, the assertion that "Citizens Have the Last Word" is true only in a rhetorical sense. In Pittsburgh, the Citizens often seem to have not only the last word, but the first word, and a lot of words in between. The flaw in this kind of thinking, however, is that it tends to over-emphasize the citizen role, while under-emphasizing that of government. Would it not be better to regard the relationship between the citizenry and government as a partnership? Or perhaps you may prefer Louis Bisso's triangular combination of the three P's—the politicians, the planners, and the people.

At last year's conference in Louisville, I presented a rather detailed report on Pittsburgh's \$2-billion post-war program of public improvements. Therefore, at this time I need only mention a few of the major items of the program: smoke abatement, flood control dams and reservoirs, Point State Park and adjacent Gateway Center, downtown parking garages of the Public Parking Authority, the new airport (second in size only to Idlewild), urban redevelopment projects, public housing projects, recreational facilities, bridges, roads (particularly the \$100-million Penn-Lincoln Parkway and the Pennsylvania Turnpike exten-

sion), a sewage disposal system, and also the many new industrial plants that have been attracted to Pittsburgh. I am happy to report that substantial progress has been made during the past year, and that several new items have been added to the program.

Now where does citizen participation fit into this program? Pittsburgh, in common with other cities, has a variety of civic organizations. The Pittsburgh Regional Planning Association, with which I am associated, was established in 1918 as the Citizens Committee on City Plan, and acquired its present name in 1938. At present it has 34 directors and an executive committee of 9. It is financed by private contributions which entitle the donors to membership in the Association. It is engaged in a wide variety of technical planning studies and other activities.

Pittsburgh's civic achievements are the result of unified teamwork, and no one agency, either public or private, can claim credit exclusively. But the Allegheny Conference on Community Development has been an extremely potent factor in securing this unity of effort. The Conference was organized in 1943, and its original purpose was to seek solutions for Pittsburgh's post-war problems. Its early years were spent in crystallizing its aims and in quiet research. It was found that the depression and the strenuous war effort had left this district in a deplorable state. One of the Conference's first specific jobs was an outstandingly successful campaign against the hundred year old smoke nuisance. Next came the securing of needed planning legislation, known as the "Pittsburgh Package," from the State Legislature. The subsequent achievements are too numerous to mention, but it is interesting to note the policies which have contributed so largely to the Conference's success. Top business executives serve personally; they do not send substitutes. The Conference strives for the broadest coordination of effort across all civic and political lines, and this of course requires a strictly non-partisan and non-factional approach. It does not try to supplant existing agencies, but it does sometimes extend financial aid to qualified existing agencies in order to help them do essential jobs; the Conference only fills in the gaps. The newspapers are kept fully informed; in fact, copies of the executive committee minutes are sent regularly to the editors. The newspapers and other media have been very helpful. At present, the Conference is composed of about 70 sponsors who meet quarterly, an executive committee of 15 to 20 of the sponsors which meets monthly, and a staff headed by Park H. Martin (who was originally scheduled to be here today). It is financed through the Civic Business Council, which is the fund raising agency for the Chamber of Commerce and other groups. Public officials of both major parties have praised the work of the Conference time and again.

In order to illustrate the Allegheny Conference's role as a catalyst and integrator of official and citizen agencies, I should like to describe briefly a proposal which was just recently presented—a huge multi-

purpose urban redevelopment project for the Lower Hill District adjoining the "Golden Triangle" on the east. The presentation was made at a luncheon meeting to the Urban Redevelopment Authority, to the public officials and the many interested organizations, and to the general public for their consideration and action. The Conference, through a grant by a private foundation, had retained a Pittsburgh architectural firm to prepare a comprehensive land-use plan of a 106-acre blighted area in the Lower Hill in order to assist the Urban Redevelopment Authority in its effort to rebuild this area. The central feature of the plan was a combined municipal auditorium and civic light opera structure with a retractable roof. This building would have a seating capacity of 8,500 for civic light opera and from 14,000 to 16,750 for various types of sports events, public meetings, conventions, etc. The retractable roof would permit all-weather, year-round usage. The plan also provided for a combined symphony—grand opera hall, a playhouse, apartment buildings, commercial facilities, large conveniently-located parking areas, an entirely new street pattern with connections to the new Crosstown Thoroughfare, etc. It was not expected that so huge a project could be built at once, but in stages. Phase I was estimated to cost \$8-million, which might be financed as follows: private giving \$3-million (a public spirited merchant has already promised \$1-million), public moneys \$3-million (City \$1½-million, County \$1½-million), and the remaining \$2-million by revenue bonds. This first phase would embrace about 55 acres—30 acres for the Crosstown, 15 acres for the auditorium, and the remaining 10 acres for commercial, etc.

The manner in which official and private agencies inter-twine in working out this type of problem is shown by the following collaborators, listed in the architect's report:

<i>Name of Agency</i>	<i>Kind of Agency</i>
The Urban Redevelopment Authority of Pittsburgh	Official
The Allegheny Conference on Community Development . . .	Private
The Pittsburgh Regional Planning Association	Private
The City Planning Commission of Pittsburgh	Official
The Public Parking Authority of Pittsburgh	Official
The Civic Light Opera Association	Private
The Pittsburgh Symphony Society	Private
The Pittsburgh Opera, Inc.	Private
The Pittsburgh Playhouse	Private
The Pittsburgh Housing Authority	Official
The Pittsburgh Bureau of Traffic Planning	Official
The Pittsburgh Department of Public Works	Official
The Pittsburgh Department of Parks and Recreation	Official

Also pertinent to our subject, is a project in which the Pittsburgh Regional Planning Association is now engaged. This is a two-year comprehensive planning study of Pittsburgh's Lower North Side (formerly

the old City of Allegheny), situated just across the river from the Triangle. Although this has long been a problem area, it had hitherto received little attention; but about a year ago it was decided that something should be done about it. First, it was necessary to find a North Side leader, and we did find the right man—a successful industrialist. I do not know what has happened to his business since he became bitten with the “civic bug,” but he certainly has gone all out for this study. He first organized the North Side Civic Promotion Council, which proceeded to raise \$50,000 for the study. The Regional Planning Association was asked to conduct the technical phases of the study, and we asked the City Planning Commission to collaborate with us. They accepted, so that it is now a joint technical study by an official and a private planning agency. On the North Side, an elaborate structure of committees and sub-committees was set up. We have had numerous meetings with these groups and with our North Side leader. The study, which is now at about the mid-point, embraces such elements as: highways and parking, land use and zoning, shopping centers, housing, rehabilitation, urban redevelopment, industrial expansion, recreational facilities, mass transportation, etc.

Another of Regional Planning's current projects illustrates a somewhat different kind of citizen participation. Some time ago, our executive committee decided that, with the major public improvement program within the central city entering the construction stage, the Planning Association ought to help some of the surrounding municipalities, 128 of which are located within Allegheny County and many of them have little or no planning. By request, we undertook a planning and zoning study of Moon Township, a semi-rural community located some 10 miles west of Pittsburgh. This township of 24 square miles contains the new Greater Pittsburgh Airport and is tapped by the new Penn-Lincoln Parkway. Great change and growth was anticipated because of these new facilities. The most critical need was found to be a new zoning ordinance to replace their out-dated and defective 1943 ordinance, the worst feature of which was that it left about half of the township virtually unzoned. Since second-class townships in Pennsylvania are not allowed to have a planning commission, the township supervisors created a Special Planning Committee, which functions like a planning commission but has no official status. The members of the Special Planning Committee and their friends conducted the land use survey, with some briefing, supervision, and subsequent checking on our part. Although unprecedented in our area, this accomplished two useful results: it saved money, and psychologically it gave them the feeling that it was their ordinance from the start. I deliberately fostered this feeling by repeating that I was only providing technical guidance, but that it was up to them to decide what they wanted their township to be. After working with the Special Planning Committee for over a year, a tentative draft

of the zoning ordinance was submitted to the supervisors, who are now holding a series of public hearings on it throughout various parts of the township. There is every indication of early passage of the ordinance after it has been revised in the light of the findings of the hearings.

So much for specific instances. For a moment, let us consider citizen participation along rather broad general lines. In this connection I find that a most penetrating analysis of the subject has recently been published by the Princeton University Press. I refer to an article by Hugh R. Pomeroy in a booklet entitled "An Approach to Urban Planning." I can highly commend it to those of you who are interested. I do not wish to plagiarize Mr. Pomeroy but I would like to mention a few points he brings out. He identifies some thirteen kinds of citizen participation—not all of them good, even though the organization name may sound altruistic; so it is wise to be discriminating. He tells a number of ways in which citizen groups can be helpful; but he insists that their activities be related to official governmental processes, since "no citizen group ever carried out a plan."

I should like to close with a few reflections of my own on this subject. First, I believe that the day of the "ivory-tower" planner is fast drawing to a close. Citizen participation has been running like a golden thread through all the discussions and deliberations of this Conference during the past three days. I think its importance will grow, and it will become more effective as we develop improved techniques for utilizing it. Admittedly, planning *with* the people is much more difficult than planning *for* the people, but the former kind of planning possesses a vitality that can never be achieved by the latter. However, it is probably that very troublesomeness that, unfortunately, makes some planners still shrink from citizen contacts.

I have often wondered what motivates people to work so hard for the benefit of their community, without hope of material reward, in fact, often quite the reverse. Mayor Morrison says that you have to give them some incentive, if only publicity or recognition. But according to my experience, that is not the whole answer. I confess I cannot comprehend it; but when I find it, I just thank the good Lord and do all I can to nourish and encourage it.

In the final analysis, citizen participation has been the very essence of democracy ever since the days of ancient Greece, when Pericles, in his famous funeral oration, said: "We Athenians regard that citizen who takes no part in public affairs, not as useless, but as dead."

The Role of Planning Commissioners

GRANVILLE W. MOORE, City Planning Board, Dallas, Texas, *Presiding*

ANDREW J. LEE, Chairman City Planning Board, Miami, Florida, *Chairman*

JOHN LEON HOFFMAN, Planning Consultant, Atlanta, *Reporter*

MR. LEE commented on the wonderful cooperation and public relations in New Orleans and stated that the Miami Planning Board is alert; has a nine-man Board and staff of twelve. Board members receive a salary of \$2400 a year, plus traveling expenses. They enjoy a close relationship with the Mayor and Frank Stearns, Director of Planning. Three or four times a year a luncheon is given—one way of getting over the budget, which has grown from \$25,000 to \$118,000 annually.

Mr. Lee advised all planning commissioners to form a close relationship with City Council.

Every planning consultant or engineer should be a politician in support of the budget.

The Miami Board members talk every week to schools, P.T.A., Lions, Masons, Knights of Columbus, Cosmetologists and others, trying to sell city planning.

We should not be afraid to grasp reins but should go ahead full speed.

Boston and New Orleans are going ahead; so is Miami. In Miami land use is put to greatest benefit to utilize light, air, and sunshine. Miami University, 10,000 students, does this.

STATEMENT ON MIAMI

ANDREW J. LEE, Chairman, City Planning Board, Miami, Fla.

IN THE past three years Miami has constructed approximately 65.5 miles of paving at a cost of \$1,950,000.00; 450 miles of sidewalk at a cost of \$4,500,000.00; four new fire stations costing \$200,000.00; Dinner Key Yacht basin—\$410,000.00; addition to Bay Front Park Auditorium—\$300,000.00; Bay Front Band Shell—\$110,000.00; four (4) swimming pools—2 completed and 2 under construction—\$425,000.00; Tennis Club House and courts—\$50,000.00; warehouse—\$90,000.00; city garage addition—\$200,000.00; sanitary sewers—\$400,000.00; storm sewers—\$750,000.00; redecking two (2) bridges—\$100,000.00; 2nd addition to Orange Bowl Stadium—\$225,000.00; community buildings and miscellaneous park and playground improvements—\$750,000.00; city commercial docks rehabilitation—\$500,000.00; police precinct station—\$75,000.00; park division office and equipment sheds—\$50,000.00 and hundreds of miscellaneous projects.

Several miles of building fronts have been constructed back from property lines by cooperative owners to provide for economical street widening and improvement in accordance with our present street plans. Examples include the new Tatum building on N. E. 2nd Avenue and the new building replacing the old Greentree Hotel at N. E. 2nd Avenue

and 1st Street. Townley building at Flagler and 1st Avenue has been demolished and a modern office building is being erected 10 feet back from the property line on N. E. 1st Avenue to the zoned street line for a distance of 150 feet on N. E. 1st Avenue. Streets have been cut through, as for instance S. E. 13th Street from Brickell to Miami Avenue.

Real estate has been acquired in accordance with Planning Board recommendations to correct street offsets at important intersections. North Miami Avenue and 62nd Street is an example. S. E. 13th Street has recently been cut through and improved from Brickell Avenue to S. Miami Avenue.

The Planning Board has also secured the cooperation of the Catholic Church to provide a desirable street dedication to bring N. E. 62nd Street into alignment with N. E. 61st Street which extends across the F. E. C. Railroad to Biscayne Boulevard.

The Board has also recommended acquisition of certain areas for park and playground purposes. One of these areas acquired by action of the City Commission is located at the N. E. corner of S. W. 32nd Avenue and 16th Street.

The Board has compiled and published a new Zoning and Subdivision Atlas which we are quite proud of. This atlas includes Virginia Key and the central Bay area and the Graves Tract with surrounding areas.

STATEMENT

FREDERIC ROBINSON, City Planner, Kansas City, Kansas

THE role of a planning commissioner is that of a leader, an educator and a watchdog. It seems to be one of the most effective forms of that peculiarly American heritage—citizen participation in government. The role of a leader with a zealot's belief in the potential of the community, with the vision of opportunity—a person ahead of popular thinking. The role of an educator is that the reward of sound planning is attained through building—a condition which may be brought about only through citizen understanding and participation. The role of a watchdog in that the fervor for city building ebbs and flows. It is relatively simple to whip up an overwhelming enthusiasm for planning but it takes dogged determination and vigilance to weather subsequent periods of confusion, public apathy, or special interest. The plan serves as a bridge between different administrations and insures that all building approach a single goal. To hold to a plan and yet preserve its flexibility and adaptability requires intelligence and courage.

Since a city plan depends primarily for its administration and realization upon the planning commissioners, the personal requirements for such work are high. The net worth of such commissioners to the cause which they serve is a product of three factors: The ability, attitude and experience which the commissioner brings to the job; The quality of

training and information supplied to the commissioner and the effectiveness of the planning program itself.

In discussing the qualifications of the commissioner the old question of representation arises. If the commissioner is to plan for the city, he must represent the city. He must think in terms of the city—not any segment of it divided as to geography, race, occupation or land use. It is true however, that a variety of talents and points of view are useful in meeting planning problems but only if they are applied on city-wide basis. The lawyer, contractor, real estate dealer, or other business or professional man (particularly those most affected by planning) can be valuable assets to the commission but not as a controlling influence. The reference to attitude was that only an interested person sincerely believing in the future of the city can be useful—no amount of attendance rules can compensate for a lack of interest.

One feature of service as a commissioner is often minimized or overlooked—that of training. Usually a new commissioner is brought face to face with conditions, possibilities and proposals which have considerable background unknown to him. Certainly basic training in the approach to planning and zoning, existing ordinances and regulations and operating procedure and legislative authority would be time and effort well spent. The action required from a commissioner is not so much to judge as to study and analyze. The mantle of understanding doesn't descend with the certificate of appointment.

The last factor affecting the commissioner's role is the program itself or the work he is called upon to do. This most certainly calls for more than routine procedure. Many a man qualified to serve his community in the capacity of a planner has been asked to devote his time to the endless transaction of minor detail. A positive program of planning on a comprehensive basis geared to the current needs of the community and in scale with potential development—a program requiring the intelligence, initiative and vision of the participants is a requirement for continuing interest of qualified men.

Planning in Kansas City, Kansas was authorized in 1921 with the enactment of zoning and planning enabling legislation. The City Planning Commission was first appointed in 1923 and was composed, as it now is, of 15 members. Members are appointed for a three-year term by the Mayor with approval of the Board of City Commissioners and serve without pay. The Planning Commission meets monthly with special meetings as required. The powers and duties under Kansas Statute are fairly standard and include preparation of Master Plan, Zoning Regulation and Subdivision control.

The Planning Commission using the technical assistance of Harland Bartholomew and Associates, prepared a partial city plan and zoning ordinance in 1929 and employed the same firm to modernize the zoning ordinance and prepare a comprehensive city plan in 1940.

The Planning Commission is organized to function on a committee basis and produced the 1940 plan by that method. Over a period of three years several committees studied preliminary reports on various phases of the plan making revisions or additions as they felt necessary. Since that time the several committees have continued to function in revising the necessary portions of the plan, studying new proposals or preparing reports on current needs and opportunities.

Appointment of members to the Kansas City, Kansas Planning Commission has been far too much on a district representation basis. Originally the City developed from a group of loosely related separate communities and a strong sectional feeling still exists. It is understandable that public officials have yielded to pressure to appoint representatives. This has had the expected effect—often men thus selected served to promote the interest of their own district. In recent years this practice has been reduced and a more comprehensive approach to city problems prevails.

In summing up the experience of the Kansas City, Kansas Planning Commission, three opportunities for improvement should be noted—opportunities which are nothing more than restatements of the factors influencing the role of the planning commissioner:

1. Continued effort to gain the appointment of community leaders not representing any district or faction.
2. Better program of indoctrination and training of new members.
3. Careful staff study of community problems to channel the ability of the planning commission for greatest effectiveness.

STATEMENT

WALTER CREESE

Member of Louisville and Jefferson County Planning Commission.

I WOULD like to advance the few ideas I have on this subject as a sequence of admonitions to an imaginary successor in the role of planning commissioner. One of the reasons I am a historian by profession is, I am sure, because I have a strong aversion to repeating the same mistakes. I am convinced that experience must be valuable since it always takes so much trouble and time to get it. Thus I take great pleasure in this opportunity to pass what little I have accumulated on.

Before doing so, however, I should like to say that as much of this warning is drawn from my imagining what could happen, as what does happen on our Louisville Planning Commission. The present board and staff is one of the most congenial and unselfish groups of men I have ever worked with and I have only the greatest affection and respect for each one of them.

1. When you go on the board, *try to get your fellow commissioners to realize the totality of their responsibility.* Your staff engineers may just dote on the size of drainage pipe or the surface of roads. Subdividers

will want you to give their problems undivided and immediate attention. If your city is growing like most others in the country, you will have a great deal of activity around the fringe areas and in the industrial zones. Problems arising from this type of growth will cry out for immediate solution. But try to keep in mind that the silent, inner core of the city may be withering and need your help even more urgently. A city is an organic body. All of its parts are important and measures should be taken to see that each one of them stays healthy.

2. *Be sure you make clear to your staff what you expect of them and stand firmly behind them if they carry out your intention.* Staff members who cannot say "No" to a clearcut violation on an application sap away your strength. Before you know it, your limited time and basic functions have been forgotten in a flurry of details. I believe the best way to avoid this is to make certain the staff member knows at the start that he will be protected from illegitimate pressure and influence, so that he can proceed with his job without fear or favor. You may say that this should be taken for granted, it's so obvious. But to take it for granted is to disregard the normal temptation of the planning applicant to push for a little more than he needs and the equally normal temptation for the staff member to give a little more than he ought if he feels that the commission does not care anyway. A good staff member is a professional expert and should be treated with respect. An occasional commissioner may like to throw his weight around, show that he recognizes an employee when he sees one and be anxious to impart the idea that the staff should above all else be not only courteous, but palsy with the public. Staff members who must work in this atmosphere are under a great handicap and cannot discharge their proper duty to the commission. You must depend upon them for impartial, experienced advice and if you put them in a position where they are reluctant to give it, you destroy the effectiveness of the whole operation.

3. *Admit to yourself that your knowledge is limited and pay attention to the information which the staff presents to you.* We have all known a member of one committee or another who, upon receiving a twenty-page report which it has taken weeks to prepare, has flicked over a few pages, read a few lines and then launched into a diatribe on the subject based on conceptions he must have had since he was seven years old. I believe there is an inclination in all of us to do this because of a subconscious conviction that we are not putting all the effort we should into the commission. The tendency to confuse the disagreement reaction with a fresh or original contribution and the soothing sound of our own voices are effects we all succumb to from time to time. Try to keep quiet until you are sure you have read the facts thoroughly or ask questions to find them out.

4. *Take a meeting or two off every once in a while to informally discuss the aims and purposes of planning.* Every once in a while you will get a

spellbinding lawyer appearing before you in behalf of a client who will seize this golden opportunity to orate upon the immemorial right of an individual to control everything that happens on his land. The crowd at the public hearing is liable to nod their heads in approval or even break out in applause. Some of the commissioners, especially if they come from a region where the ownership of rural land has always carried great prestige and weight, will blanch and look uncertain. The best preventive for all this is to make up a small book-list of titles dealing with the general subject of planning which are easily available and try to persuade the commissioners to read one of them. Or if they are too tired, make sure that someone on your staff has sufficient time to read contemporary theory on the subject and can explain it in simple terms to the commissioners and if need be, to the public. This crisis is bound to arise and it is best to be prepared for it beforehand or official consternation ensues. I think that your staff, at least, should visit other cities in the area so that the dubious on your commission or in your own town may have some conception of what is going on elsewhere. I have always intended to make up a list of building and planning regulations from the history of cities, starting with Hammurabi's Babylon, to illustrate the point that whenever people begin to live together as close neighbors it has always been necessary to control the freedom of land use to some extent in order to preserve the neighborliness. But I have never gotten around to it because, of course, I am a planning commissioner.

QUESTION PERIOD

John Hunner, Duluth, Minnesota, to Mr. Robinson: Please elaborate on your statement of basis of Commissions. Are outside citizens brought in? Is the Commission broken up into committees?

Mr. Robinson: A fifteen-man Planning Commission gives opportunity for many committees without overlapping.

Question: How does Commission keep itself before the citizenship?

Thomas Riddle, Ft. Wayne, Executive secretary Citizens Civic Association: The City attorney sits with Planning Commission; also City Engineer. The Commission is bipartisan—half Democrats, half Republicans. Liaison representatives all serve without pay.

Paul Boudreaux, Baton Rouge: Does Dr. Creese have an outline or prepared book list of elementary books on general subject of city planning?

Dr. Creese: Samuel Spielbogel's Selected Bibliography of Regional and City Planning (Scarecrow Press, Washington, D. C.) is quite beneficial to interested city officials and staff. Exchange of all conferences like this is one of the best methods.

Mrs. John E. Coxe, Baton Rouge: Are paid members more effective in selling city planning to the community?

Mr. Lee: County and State legislators saw that Miami was doing a great job. So many meetings, and other duties were necessary the legislators felt the Board members should be remunerated.

Question: Do other Commissions always have public hearings?

Mrs. T. T. Stevens, Miami, Florida: Our Commission receives reports of staff in closed meetings; occasionally we hold public hearings. Most of Miami's plans were worked out in executive sessions. Board meetings of the planning commission are closed; but Zoning meetings are open.

Question to all officials: Should Planning Commissions be a public service, or should they receive some partial compensation?

Answer: Planning Commissions put in more honest, conscientious, and intelligent service than most mayors or other city officials. Build a greater recognition for your City Planning Commission. It is democracy in action—planning and designing future welfare of your city. It must of necessity consider all factors—its deepest role is democratic living. Hope you will give greater support to your Planning Commission.

Suggestions Made by Various Planning Commissioners:

Unity and team work.

Start educating for planning in school.

Make the people part of program.

City officials and citizens must be conscious of planning.

Planning boards must comprise leaders in their communities whom the people respect and to whom they will listen.

Planning Commissions should not show partiality to any part of the city.

There is a considerable lack of information on the duties and responsibilities of Planning Commission members. A concise but comprehensive course should be set up to help them.

University Planning Service to Communities

INTRODUCTION

BUFORD L. PICKENS, Director, College of Architecture,
Tulane University, New Orleans, Louisiana

NO REPUTABLE university today, wherever it may be located, can afford to be disinterested in some phase of the comprehensive planning for the city and the region. The multiplicity of disciplines and interests which compose the university overlie most of the complexities inherent in the planning process; the social sciences, the physical sciences, the humanities and professional schools all concern themselves with countless variety of studies related in one way or another to the search for a better way for people to live together in communities. We are not referring here to the specialized planning school as such, but rather to the kind of work normally done in the first rate departments such as Sociology, Economics, Political Science, Architecture, Engineering, Law, Public Health, etc. In addition to these, many universities have various bureaus of Public Administration, Urban Life, etc.

During the last generation, the urban universities especially have faced a direct challenge which came as a natural outgrowth of the "learning by doing" principle and the project method in teaching. These universities have directed their increasing attention to the great urban area about them as a natural laboratory. Hundreds of trained specialists guiding the work of thousands of students have produced vast quantities of research data, reports, and planning studies; they have built up special collections of books, manuscripts and pamphlets on fundamental areas concerning the planning process.

Whatever may be the intrinsic worth of the research material accumulated by the universities, there is another even more significant value not generally recognized by official planning commissioners: *viz.* that the university possesses a potential of personnel and techniques which could be extremely useful to them. In most cases the colleges and departments would be glad to play a more active role in community and public service. Some already have demonstrated their effectiveness but, as yet the potentials have not been widely developed. Let us consider a few of the advantages to be found on the campus for planning service to the community.

As an educational institution, the university maintains a far more detached position than even the least political-minded planning commission. Fortunately, in our country, the university stands for the freedom to search for truth in facts and method without bias from either political or economic pressure groups. Its interests lie primarily in the people as a whole—the city and the region. Recognizing the inevitable conflicts between one group and another, or one section and another, the university can assemble impartial research data; its studies

are less open to the suspicion of partisan politics. Moreover, the university in the very nature of its class activity, can produce a number of alternative solutions to any one specific problem. Being detached, the university can invite discussion and criticism.

But by far the most important aspect of university participation in the planning process stems from the obvious fact that the institution is itself primarily concerned with EDUCATION. Most everyone agrees that education, the influencing of public opinion to recognize the goals of comprehensive planning, is urgently needed today. Most cities have plans—far better plans than they can effectuate—but few have an understanding public behind them. If this is primarily a problem of EDUCATION then here is a natural area for the university to serve the community.

Public education, as we have learned from bitter experience, cannot be successfully accomplished by issuing an occasional pamphlet, no matter how attractive or informative it may be. Nor will public opinion be greatly influenced by a limited number of legally required, public hearings on specific issues, be they hot or cold. Instead, public education in planning means a program sustained and varied over a period of years. It means a carefully planned lecture series, the continuous use of public exhibitions—stimulating visual material in schools, libraries, and places where people gather. It means the gradual build-up of reliable, quality material for use on radio, TV, and in the press, not just a squib here and there, but year in and year out. It means the conducting of discussion groups in the quiet atmosphere of the university seminar long before planning proposals come up for approval. This is the kind of service the universities can render. However, to be effective they must expect to be given time, cooperation, and adequate financial support.

PLANNING SERVICE AT TULANE UNIVERSITY

Located in the largest and one of the oldest cities of the south, Tulane University for a number of years has carried out basic research work in the following areas:

- (a) the role of transportation in urban development
- (b) the impact of the rural migrant
- (c) the economy and special conditions in urban areas
- (d) the reallocation of political subdivisions, including voting precincts, resulting from urban expansion
- (e) the economic and special impact of large scale industrial expansion upon metropolitan areas and the implications of those developments in problems of planning
- (f) urban redevelopment and physical planning studies (see exhibit)
- (g) population and housing data (Handbook) for New Orleans.

The principal contribution to planning work at Tulane comes from the following:

- (1) The Urban Life Research Institute
- (2) The Departments of Sociology, Political Science, and Economics
- (3) The College of Architecture
- (4) The School of Social Work
- (5) The School of Medicine
- (6) The College of Law

THE UNIVERSITY OF FLORIDA

WILLIAM T. ARNETT, A.I.A., A.S.P.O., Dean College of Architecture and Allied Arts, University of Florida, Gainesville, Florida

The resources of a great state university for public service cover many fields. At the University of Florida, for example, service to the communities of the State is an activity of each of the 11 colleges and 82 departments which now comprise this century-old institution.

Among the agencies at the University of Florida specifically concerned with service in the field of planning are the Agricultural Experiment Stations, the Bureau of Architectural and Community Research, the Bureau of Economic and Business Research, the College of Education, the Engineering and Industrial Experiment Station, the Public Administration Clearing Service, the Agricultural Extension Service, the General Extension Division of Florida, and the University Center of the Arts.

Courses in planning were part of an organized curriculum at the University of Florida as early as 1927, but it was not until twenty years later that an undergraduate option in planning and a graduate major leading to a master's degree were instituted. Last year, as a result of a number of inter-departmental conferences, a graduate faculty from the planning fields, including representatives from thirteen departments of the University, was established to administer the work in planning education at the University of Florida and to coordinate the University's program of teaching, research, and service in this important field.

Determination of Goals.—Assistance in the determination of goals is the first planning service which the University of Florida renders to communities. The University seeks through seminars, lectures, forums, exhibitions, and consultation to broaden the understanding of citizens whose horizons have often been limited to their immediate surroundings. Communities, we believe, must be imagined before they can be built. Each year several thousand University students representing practically every community in Florida study a unit on city planning as part of their work in the humanities in the University's general education program.

The University conducts seminars in cooperation with various professional groups throughout the State on topics ranging from "Can Our Cities Survive?" to "Parking", "Housing", and "Community Planning." Lectures and public forums on planning are presented in smaller cities. These meetings have resulted in wider interest in community planning,

and in one city they stimulated a municipal charter reform movement and a change to a city-manager form of government.

The University of Florida has been active in promoting planning exhibitions such as "Look at Your Neighborhood," "Architecture of the City Plan," and "The British Town Planning Show." This last exhibition was brought to the South through the efforts of our University Center of the Arts and was exhibited in Florida and elsewhere through the southern states.

Research and Analysis.—Assistance in research and analysis is the second planning service which the University of Florida renders to communities. In this category are economic surveys, population studies, traffic and parking reports, and a host of others. One series of studies has to do with county-wide school planning surveys, 55 of which have been completed during the past five years. Other studies have to do with municipal zoning, public administration, urban redevelopment, water control, retirement villages, and community service. Still others, sponsored by the University of Florida Institute of Gerontology, are concerned with basic problems of planning for our aging population.

Plan-Making.—Assistance in actual plan-making is the third service which the University of Florida renders to communities. It is not our intention that the University take the place of professional planning consultants. On large projects members of the University staff have, when requested, acted as resident planners or as assistants to established offices. On smaller projects, teams of students working under supervision of members of the University staff have undertaken social, economic, and physical studies of selected communities and have prepared preliminary plans for their development. Typical of these projects is the study of the Jacksonville Beaches, undertaken at the request of the municipal authorities. Here three small, adjoining communities along the Atlantic coast encountered problems brought about by uncontrolled growth, mixed land uses, and contiguous boundaries. The Jacksonville Beaches planning studies were later shown at several cities in Florida as a demonstration of the possibilities of community planning.

Plans Into Action.—Assistance in putting plans into action is a fourth planning service which the University of Florida renders to communities. An instance of successful accomplishment is Suburbia, a neighborhood just north of the City of Gainesville. Several years ago upon the request of the Suburbia Club, a 100-member citizen's organization, the University undertook a planning study of this growing fringe area. In the space of a few years, and in accordance with a master plan, Suburbia has secured a new community school, has acquired ample land adjacent to the school for a neighborhood park, has gotten a new shopping center under way, had done away with spot zoning for business, and has completed a number of other worthwhile community projects.

In the broad field of planning—in the determination of goals, in

research and analysis, in plan-making, in putting plans into action—the University of Florida proposes to be of ever increasing service.

UNIVERSITY OF ARKANSAS CITY PLANNING PROGRAM

WILLIAM S. BONNER, University of Arkansas, Acting Director,
Social Science Research Division

THE function or role that a state university undertakes has been undergoing continual change. When state universities were first established, their exclusive function was teaching. As time passed, both state legislatures and the governing bodies of the state universities recognized that other functions were also a rightful part of the universities. These functions were research and service. The history of agricultural research and extension work need not be repeated here as it is common knowledge to all of us. It has only been in fairly recent years that research and service were extended to other fields that affected the social, economic, and political life of the people of the state.

In keeping with this expanding role, the University of Arkansas established the Institute of Science and Technology in 1947. The Institute was an outgrowth of a series of meetings called by President Lewis Webster Jones with representatives of Arkansas business, industry, and public and private agencies. The Institute was assigned the function of coordinating and promoting fundamental research in the physical sciences, in the development of an expanded program of training in science and technology, and of working in close cooperation with public and private agencies interested in the development and growth of Arkansas. The Institute is a separate department of the University with a director in charge. Over 50 professional and technical individuals comprise the Institute staff plus clerical help and graduate and student assistants.

The Institute in addition to carrying on fundamental research in the physical sciences has participated, for example, in a research-action program with the Arkansas Economic Council-State Chamber of Commerce in the fields of industrial development, taxation, tourist industry, land-use, health and welfare, and marketing. The activities of the Institute have been and are varied, attempting to meet the needs of the State and the University.

In keeping with the purpose of the Institute, a program in city planning was added approximately three years ago. The program in city planning includes teaching, research and service.

Staff members, working in the city planning program, offer general courses in planning and related fields at the University in Fayetteville and in the Graduate Center at Little Rock. These courses are electives in the general college curriculum. Any student of junior, senior or graduate standing may elect these courses. Increased enrollment over the past three years in the "City Planning" course indicates the interest

and success of such courses. These courses, like many taught by other staff members of the Institute, supplement the regular curriculum of the academic departments.

Research in city planning has been limited to date—as the size of the staff is limited. However, a research publication on “Zoning for Arkansas Municipalities” is about ready for reproduction. This publication covers the state enabling legislation, the legal history of zoning in Arkansas, and a discussion of regulatory and administrative measures used in zoning. More attention has been given to the preparation of materials for use in the service program with the local planning commissions.

The service phase of the University’s planning program has received the most emphasis to date. The Institute provides technical and advisory services to local planning commissions, who so desire to utilize the services, on a contractual basis. Five planning commissions are currently making use of services in cities ranging from 2,000 to 16,000 in population. The service includes undertaking or directing basic planning surveys, analysis and interpretation of data, preparation of maps, and such other help as is necessary to aid the planning commission in making decisions and in developing a planning program. One of the primary purposes of the service is to acquaint the local planning commission and public officials with the principles of planning and knowledge of the planning process. This should result in planning becoming a continuing function in the municipality. The service phase of the planning program may be considered as another extension activity of the University.

It is our belief that the integration of teaching, research, and service in planning by a state university is in keeping with the University’s responsibilities to meet the needs of the state not only today, but also tomorrow. In other words, our program is to be a continuing one, offering the local communities technical and advisory service on a sustaining basis.

UNIVERSITY OF LOUISVILLE

WALTER CREESE, Associate Professor, Art Department, University of Louisville

KENTUCKY, like several neighboring states to the south, has no school for the training of architects or planners. Our approach to this problem at the University of Louisville might be described as “the next best thing.” It consists of an effort to go at the process of planning from the opposite angle, from the point of view of the potential citizen rather than the professional planner. Although we have not rounded out the complete pattern as yet, I believe I can see its outlines clearly enough to describe them to you.

When I arrived in Louisville in 1946 I was struck immediately by the apparent integration of the school with its city. Alumni I met everywhere. The taxi driver who brought me from the station informed me that he had spent a few semesters at the University. Next came the

Railway Express man with the trunks who was also proud to have been enrolled. Many people had taken only a course or two at night in the Division of Adult Education, but there was a sense of identification with it which everyone shared and which seemed to be enhanced by the general awareness of its being America's oldest municipal university.

However, the double realization which persuaded me to go to the mayor in 1948 with an idea for capitalizing on these unusual circumstances was the fact that the majority of our students came from the community *and* returned to it. By the time they arrived on the campus they had already had a considerable experience with their physical environment. This was a perfect moment, it seemed to me, in which to discuss this experience with them and to introduce them to other experiences which had happened to other people outside their city or before their time so that when they left us they might see their surroundings in a new light.

Our unusual mayor, Charles P. Farnsley, a graduate of the university, welcomed the proposal for a more intensive study of city planning for the layman. A grant was made from the city to the university for the purpose of accumulating books and engaging lecturers. The amount was enough so that in a period of a few years we built up a rather substantial library in the field. We were able to purchase a considerable portion of the Arthur Comey collection of older periodicals and to seriously consider the John Nolen book collection, then at MIT and now at North Carolina. Two years later, in the academic year 1951-52, I received a fellowship from the American Council of Learned Societies for further study in city planning, parallel to my professional interest in the history of modern architecture, painting and sculpture.

This has resulted in several courses in the history of architecture and city planning for the elementary students and a series of papers from more mature students. Whenever possible I bring the subject matter of these courses and papers close to Louisville and the present, but I never try to force the issue. I am more interested in giving the students a broad feeling of scope, both temporal and spatial, and in getting them to use their eyes on their surroundings. The historical approach seems to me particularly valuable in that it is apt to inculcate the kind of thought which encourages patience as well as persistence. A research paper on the history of the neighborhood where they live, a street which strikes their fancy, or a building or an architect which their family may have told them about gives them a sense of investment in and mastery over their environment which I hope will have both an intrinsic value and ultimately do some good for the surveys of climate control, air pollution, rehabilitation needs, traffic control and historic preservation now going on within the city.

Whenever any of these student investigations are worthy of it, I attempt to get them published in the Sunday issue of our excellent

paper, the *Louisville Courier-Journal*. In order to achieve more public use of our planning library I bought a number of copies of Samuel Spielvogel's *A Selected Bibliography on City and Regional Planning*, indexed them in the margins according to our holdings, and donated them to those who are influential in guiding planning in the city such as reporters, planning officials and political incumbents in city hall. Besides this, I lecture to all kinds of clubs about Louisville and its heritage, write letters to the point of view column of the paper and try to work with businesses and organizations in saving, by utilizing, old houses and buildings.

I am not a professional planner or an architect. I won't say I am proud of this, but I can say that I do feel my role as a teacher of the history and meaning of these subjects has a certain validity. In a democratic society where educated individuals are supposed to be able to draw their own conclusions it seems to me of enormous importance that we make sure the average student, soon to be the voter and committee member, has some elementary understanding of what the experts in these disciplines are trying to do. Their actions affect everyone, after all. I want my students also to be convinced that the city belongs to them and that they have a stake in each part of it and all its history. I am constantly surprised at community leaders living in one section of town who have less conception of how the other sections live than they do of how people exist on the other continents. Many of my more prosperous friends can describe Paris, London or Mexico City more accurately and dramatically than Louisville. I happen to think this is unfortunate. I am a hard-bitten realist who believes in looking straight at his surroundings and in trying to teach others to do the same. As I ride along the streets of Louisville I cannot help sensing that despite its transitory and shoddy appearance in many spots, this is no temporary city, no place which was built last year and ought to be abandoned next. This is where generations have been born, worked and raised families, and died. For a majority of our past, present and future citizens this is it, this is the place which they will dignify by the very act of living. What better place could there be for us to study, talk about and try to do something for?

UNIVERSITY OF GEORGIA

HUBERT B. OWENS, Chairman, Division of Landscape Architecture

THE University of Georgia renders planning services to communities in Georgia through its: 1. Bureau of Public Administration; 2. Bureau of Educational Studies and Field Services; 3. Landscape Architecture Division.

Bureau of Public Administration

This agency is headed by a Professor of Political Science. Its primary

function is that of research in various phases of public administration, including community, city and regional planning. It is an important force in distributing pamphlets and other informational services. This Bureau is conducting a state-wide planning and zoning survey at the present time. The work in planning is closely coordinated with that of the Department of City Planning at the Georgia Institute of Technology. The members of the staff of this Department at Georgia Tech have rendered very valuable service to the Bureau of Public Administration in assisting with the establishment of policies which are being followed by the Bureau as relates to zoning and planning and also in lending guidance in other related matters.

Statewide conferences on planning have been sponsored by this agency. Its Director serves on the Editorial Advisory Board of *The Georgia Local Government Journal*, a monthly periodical published by the Georgia Municipal Association. Through this medium the municipal officials of the state are supplied with a great deal of splendid up-to-date information on planning.

Bureau of Educational Studies and Field Services

This agency is administered by the College of Education of the University of Georgia. Through its service to various communities in the state, it has gained the reputation of probably performing the best job of planning in its specific field of any similar agency.

The Bureau of Educational Studies and Field Services will make educational surveys for communities after which specific recommendations as to personnel to be employed, finance, curriculum, choice of site for physical facilities and guidance in the actual planning and equipping of the school building. This Bureau works closely with the State Department of Education.

Landscape Architecture Division

The Division of Landscape Architecture performs the three following functions:

1. Teaching (this phase is handled by the Department of Landscape Architecture which is a part of the Division of Landscape Architecture.)
2. Research
3. Extension

The latter function, with the exception of the graduates trained for professional practice by the teaching staff renders the most outstanding service in planning in the state of the three parts of the Division of Landscape Architecture. A full-time landscape architect is employed for this purpose and he also serves as a member of the staff of the Agricultural Extension Service. His duties are educational. He travels over the state, working primarily in the rural communities giving lectures and consultations to groups and occasionally to individuals. No "free plans" are ever prepared by this person.

Members of the teaching staff also render a valuable extension ser-

vice. They are constantly called on to serve as speakers at meetings of civic organizations throughout the southeastern region. The major points emphasized in such lectures are the need for intelligent planning, the way such programs can be launched or phases of land use and land planning closely related to these matters.

Although actually administered in the College of Agriculture, the Division of Landscape Architecture enjoys a very satisfactory relationship with the Division of Fine Arts (in the Liberal Arts College) and is recognized in the state as the place where students are trained in the art of landscape design and whose graduates can render an important service as practitioners of a design profession.

WHAT GEORGIA TECH EXPECTS FROM THE SOUTHERN REGIONAL PROGRAM IN CITY PLANNING

ROBERT C. STUART, School of Architecture, Georgia Institute of Technology, Atlanta, Georgia and Director, Metropolitan Planning Commission, Atlanta, Georgia

WHAT does Georgia Tech expect from the Southern Regional Program in City Planning? My reason for believing that you will be interested in this question is because the answer will help show what your state and your state agency can expect from the Regional Program in City Planning. If you are from outside the South, you may also be interested since the Southern Regional Board of Education is the first interstate compact of its kind in the United States and may very well set a precedent for attacking this problem in other regions of our country.

The origin of the Southern Regional Board of Education dates back many years to discussions of the Southern Governor's Conference. Year after year the chief executives of our southern states discussed the long-time problem of the South—when the southeast had the highest number of children per capita, and the lowest level of income per capita, how could we give our children an adequate education? Out of the discussions of the chief executives grew an interstate compact which was signed by the governors of the southern states in February 1948 and which has now been ratified by the legislatures of 14 states.

The Southern Regional Board of Education, so created, has as its objective interstate collaboration in support, expansion and establishment of regional services or schools for graduate, professional and technical education. As of 1953, the Board had programs underway in nine fields of education. In some of these areas, such as in medicine, this program has advanced very far—resulting in very substantial benefits to medical education in the South-east. Other programs, such as the one in city planning, are still in the process of formulation and development. In this process every effort is being made to secure the participation and thinking of all institutions and agencies in the South-east interested in city planning. How is this being done?

One of the first steps taken by the Regional Board of Education was an inventory of the educational courses, the research and service projects now being offered by educational institutions in the South. You will be interested to know that out of the sixty-odd schools offering graduate courses in the Southeast, only seven taught graduate courses in city planning. Three of these schools have now signed memoranda of agreement. Invitations have been issued to other institutions to join in the program.

One of the means by which it is hoped to secure the participation and best thinking of the institutions and people of the South on this matter is through the holding of a regional congress on city planning late next summer. To this congress would be invited representatives of all schools, agencies and business and professional groups who have an interest in city planning in the South. The purpose of this congress is to determine how the schools which are party to this agreement can best serve the needs of city planning in the South and to determine ways of making these services effective.

During the past year, meetings were held in each of the states of the South to discuss this very matter. Out of these meetings has come a proposed cooperative program of instruction, research and service. Since the subject of this panel is University Service to Communities, I do not want to be impertinent by discussing the research and instructional aspects of that proposed cooperative program, but I should say that Georgia Tech is expecting a tremendous assist from the Regional Program in strengthening its program of instruction and research.

The proposed cooperative program outlined five areas in which it was felt that universities could render significant planning services to communities.

First—*the strengthening of technical assistance to local communities.* The importance of such service to the communities of the state, especially the smaller cities, has been emphasized elsewhere on this program. Rich opportunities are apparent for the strengthening of university technical assistance to communities through the exchange of experience and personnel in the interstate collaborative program.

Second—*the provision of in-service training for city planning personnel.* This may be done by means of summer training institutes, city planning clinics, or short courses. One promising possibility is an annual southern regional conference on city planning which might meet each year at a different center within the region.

Third—*publicize planning as a professional career.* Strange as it may seem to us in this room, few young people are aware of the possibilities of city planning as a professional career. The cooperative regional program proposes to take effective steps to bring this vocational opportunity to the attention of young people and to inform them of the training facilities available in the South.

Fourth—*increase public understanding*. Professor Pickens and Professor Creese have made very clear the importance and urgent need of increasing public understanding of the contributions that city planning can make to improve urban living. The reports from every state meeting brought out forcibly the need for teaching materials at the elementary school and high school level, adult education programs, the participation of city planners in educational workshops, the preparation of exhibits, pamphlets and movies, the provision of public speakers, the conduct of panels at meetings of educators and municipal officials, and the enrichment of library facilities throughout the region.

Finally—in *the conduct of planning demonstrations*. Dean Arnett has pointed out the tremendous interest that was shown throughout Florida in the Jacksonville Beach projects. The teaching value of concrete examples in successful planning should raise the standards of urban development in a very effective way.

This has been a very brief list of the activities which may be included in the proposed Regional Program in City Planning. To return then to my opening question, "What does Georgia Tech expect of the Regional Program in City Planning?" I would like to conclude by saying this: Our city planning program at Georgia Tech has just started under a grant from the General Education Board. This year we have our first class of ten graduate students pursuing a two-year course leading to the degree of Master of Regional Planning. Our first community assistance project is underway. This summer we hope to hold our first state-wide conference of planning commission members and municipal officials interested in city planning. Georgia Tech has high aspirations for its program of instruction in city planning and research and service in support of city planning. However, we recognize that we cannot do what needs to be done to help city planning in the Southeast working alone as an institution, but that we can measure up to this job only by working with other educational institutions in the Southeast. For this reason, if Professor Elwood will forgive me, I would like to say that the Southern Regional Program in City Planning is the most exciting and promising development in interstate cooperation in the South since the rise of the Confederacy.

Don H. Morgan, Consultant, Bureau of Community Planning, College of Fine and Applied Arts, University of Illinois, Reporter for the Panel, outlined the work of his Bureau:

"The Bureau of Community Planning, established in 1934, is operated as a department of the College of Fine and Applied Arts. Its purpose is (1) to stimulate and promote public interest in community planning, (2) to carry on research in this field, (3) to make background surveys pertinent to the intelligent planning of Illinois communities, and (4) to summarize and bring to the attention of the people of the State the results of such research."

Zoning Round Table

Reported by FRANK F. STEARNS, Director of Planning, Miami, Florida

FIRST SESSION

CHAIRMAN Flavel Shurtleff presided.

President U. S. Grant III started the discussion by calling attention to an unusual practice in Washington, D. C. Special zones have been created where inconspicuous business uses are permitted subject to approval of Zoning Board of Adjustment. He raised the question as to whether the Board of Adjustment should have such discretionary powers.

Mr. Shurtleff stated that in his opinion Board of Adjustment should not have such discretionary powers.

Mr. White, Oklahoma City, believed that Board of Adjustment should function only in hardship cases and should be entirely separate from Planning Boards.

Mr. Shurtleff—Exceptions should only be based on actual and unnecessary hardships and this would not include financial difficulties but would apply where property would be confiscated in some cases under literal administration of the zoning ordinance. Many cases handled by Boards of Adjustment nullify good zoning. There should be no discrimination.

Mr. James McClain of Pittsburgh—We are working on rural zoning for areas within ten (10) miles from the city limits. He inquired as to whether building codes should be incorporated in zoning codes.

Mr. Herbert Hare, Kansas City—Building codes should be entirely separate from zoning.

Mr. Foeller, Toledo—In our city, the building inspector is also zoning enforcement officer. Our minimum lot area is six thousand (6,000) square feet and no building permit can be issued where applicant has less than a full sized lot.

Mr. Charles Freeburg, Building Inspector, Memphis, Tenn.—We will not issue a building permit for any lot that is not of record. Each permit must have a house number. In an R-1 Zone, no additional number for a housekeeping unit can be issued on the same lot.

Mr. R. S. Fredericks, Memphis—In our City a one hundred (100) foot lot can be divided into two (2) fifty foot lots but any subdivision for a second house must first be approved by our Planning Commission.

Mr. George R. Byrum, Jr., Birmingham—Where there are alleys in the center of a block and the majority of owners in such square or block area agree, a small multiple family district may be created.

Mr. Shurtleff—Courts say that one family zones cannot be changed by owners. The zoning classification can only be changed by official action after the regular procedure has been followed.

Mr. Wingo, El Paso, Texas—We have established a classification designated as "F" Retail. This provides for small retail districts where buildings must be in architectural harmony with the neighborhood.

Mr. Hare—Zoning should not include architectural control.

Mr. Shurtleff—Referring to the proposed new ordinance for New Orleans, it is apparent that the Commission may after public hearing establish conditions to provide for preservation of the historic character of localities and to maintain harmonious building design. The historic characteristics of Vieux Carre would be protected and preserved by popular opinion.

Mr. Elmer Krieger, Milwaukee—said he believes that in long run courts will uphold esthetic requirements. Logic and sense will prevail.

Mr. Hare—said he doubted that esthetic regulations could be sustained in the normal American city.

General Grant—Georgetown manages to control esthetics. So far there has been no court case. The character of the neighborhood must always be given careful consideration. Every regulation should be based on economic effect on the community.

Mr. Bisso—There are provisions in the New Orleans ordinance which impose conditions on "old square" districts. A separate commission has been set up for Vieux Carre and handles policies and uses which conflict with general zoning regulation. This Commission takes into account predominant land uses. All permits in Vieux Carre must first be processed by the Vieux Carre Commission.

Mr. Wallace—Our county is zoned but none of the other surrounding counties have zoning regulations. As a consequence we have a situation where a race track was constructed just across the boundary line of our county in an unzoned area. (Louisville, Ky.)

It was brought out that the City of Memphis has zoning control within five miles beyond the city limits.

Mr. Segoe—There are few cases where cities have extra territorial legislation. It is best to prevail on officials of adjoining areas to adopt protective zoning.

Mr. Shurtleff—The courts are not adamant on esthetics—if good and sufficient reasons are given for establishment of such regulations. For instance, control of billboards has merit and architectural conformity is important. However who can rightfully determine as to what constitutes harmony?

Mr. Bisso—Requirements for elimination of non-conforming uses and buildings through amortization methods have not worked in New Orleans. We have over two thousand (2,000) non-conforming uses. Progress is only made when a building with a non-conforming use becomes vacant for six months in which case the owner loses his rights to continue with a non-conforming use. Only the building has protection. In no event can a non-conforming use be expanded onto vacant land.

Mr. Segoe—Michigan provides for elimination of non-conforming uses in cities by condemnation. One-half of the cost is paid by the City and one-half by special assessment.

Mr. Bisso—We have also created a new type of district called a Medical Service District. This permits medical clinics in certain three and four family and commercial areas in the vicinity of hospitals. However, we have run into the problem of height. There is a tendency to erect six and eight story clinic buildings. We have therefore created two types of height districts; M-1 which allows greatest height and M-2 which limits height according to adjoining districts.

Mr. Phillip Geissel, Kansas City—We have created a special type of district for university.

SECOND SESSION

Mr. Shurtleff—We might start by discussing the need for buffer zones between business and residential districts. Transition zones are safer than changing adjacent areas to business. They are flexible as to use. It is also advisable to give consideration to provisions for off-street parking.

General Grant—Zoning can require that parking facilities be provided. Is it possible that where parking space is required for new buildings only there is discrimination?

Mr. Geissel, Engineer, Kansas City—We require off-street parking for new buildings and renovated buildings. The first one thousand (1,000) sq. ft. of a commercial building is exempt.

Mr. Hare—It is reasonable to require parking provisions in secondary business districts. However it is generally necessary to omit the central district. The parking areas should be screened by planting.

Mr. Shurtleff—Spot zoning is another subject that is much discussed. Spot zoning is not always bad. If application is for a business extension into a residential zone because the business needs more land, there will not be much difficulty with the courts. It is safe to extend or create business in a residential zone if it can be clearly established that there is real public need and not merely to satisfy a desire of an owner. It is advisable to conform with the land use pattern observable in zoning.

After general discussion as to how small an area would be to be classed as spot zoning, it seemed to be agreed that the size of the parcel is not material.

Mr. Shurtleff—Another important matter is the exclusion of residences from heavy industrial zones. Several cities now have such provisions.

Mr. Stoffle—Pointed out that the proposed zoning ordinances for New Orleans includes a restriction against residential uses in industrial zones.

The question was raised as to the difference between a Land Use

Pattern and a Zoning Map.

Mr. Shurtleff—It is advisable to keep your Land Use Map away from your Zoning Map. The Land Use Plan might be considered as a dream.

Mr. Segoe—Discussed the Land Use Pattern *versus* the Zoning Map. He said the Land Use Plan is least used but it is the long range plan. The Zoning map is the current version. The Land Use and Land Use Plan should be used as a guide for the zoning commission.

Mr. Shurtleff—Baltimore County had the problem of zoning a large undeveloped area. No definite zoning was to be established until a definite plan was developed. The area was sewerred for single family dwellings and then built up with multiple family buildings. As a result the sewer facilities are inadequate.

There was considerable discussion as to control of uses along main highways. Mr. Shurtleff pointed out that the state has the right to impose regulations along their domain. He suggested that counties can create special districts one thousand feet wide along principal highways. This can be used to control objectionable uses and traffic distractions. He said that the acquisition of wide rights-of-way is not the answer in all cases because billboard interests seek elevations and other advantageous locations in the line of sight. Mr. Segoe spoke about a model law on roadside zoning drawn up by Mr. Shurtleff. It is based on safety and provides for acquirement of easements two hundred fifty (250) feet up to one thousand (1,000) feet from the highway to control use.

Mr. Caldwell of Memphis mentioned that traffic is having a tremendous impact on the strip business zones.

Building floor areas and lot areas were discussed.

Mr. Shurtleff said that reasonable minimum floor area requirements are desirable. Too great a proportion of small homes has an adverse effect on the tax rate. Mr. Shurtleff suggested that lot area requirements should be enlarged up to six thousand (6,000), ten thousand (10,000) and twenty thousand (20,000) square feet. Residential coverage of thirty (30) percent should include accessory buildings.

Mrs. Stevens, Dade County, Florida, said Dade County's minimum lot width is seventy-five (75) feet. Mr. Eastwood, Dade County, said Dade County's minimum cubic content for buildings is provided for in the enabling act and has been upheld in the courts. It was generally agreed that ample open spaces should be provided for and maintained around homes.

State Aids to Local Planning

INTRODUCTION

S. HERBERT HARE, Planning Consultant, Kansas City, Missouri

THERE are several angles to this subject, one of which is the relation of the state aid in planning to the professional planner in private practice. So long as the aid is in the fields of promotion, public education and encouragement of planning activities, there can be no question about the value to everyone concerned. On the other hand, when it gets into the field of actual preparation of plans, it may definitely compete with the private offices at the expense of the tax payer. A relatively few demonstration projects in cities which would not be in a position to employ technical help, might be justified.

I have been on both sides of the fence, having in the past prepared some zoning maps and ordinances for smaller communities in the capacity as consultant on state planning for the National Resources Planning Board. The Federal Government at about the same time, prepared as samples city planning reports for several cities of considerable size, who were financially able to do their own planning. Such procedure did not seem justified, particularly from my point of view, as I had been retained to make a preliminary report on city planning problems and procedures for one of these cities, and naturally hoped it would develop into employment for the complete city plan.

PENNSYLVANIA'S STATE AID TO LOCAL PLANNING

FRANCIS A. PITKIN, Executive Director, State Planning Board,
Harrisburg, Pa.

BY THE legislation creating it, the Pennsylvania State Planning Board is directed to cooperate with county, municipal, and regional planning commissions, zoning commissions, park or recreation boards, community development groups and similar agencies created for the purpose of aiding and encouraging an orderly, productive and coordinated development of the State, and to encourage and assist in their creation. It is also directed to cooperate with planning boards and similar bodies of other states and of the Federal government, in formulating comprehensive regional plans and in the solution of regional problems. The Board is also empowered to cooperate with and enlist the support of civic bodies, corporations and individuals in the attainment of these and similar objectives.

Toward this end, continual effort has been made in the stimulation and effective guidance of local planning and zoning activity. The Board has assisted hundreds of communities throughout the State in programs of local development and in the creation of local planning or zoning commissions.

The activation of interest in the local community by providing speakers, arranging meetings, and guiding local efforts in arousing public support for a planning program is an important phase of Board activity. Perhaps the best example of this activity was the State Planning Board meeting, held on February 2, 1950, at King of Prussia, to urge the creation of planning bodies, on both the county and regional basis, for the Philadelphia region, encompassing the counties of Philadelphia, Bucks, Montgomery, Delaware and Chester. These counties and other interested groups were represented at the meeting, and there were many expressions of concern over the need for comprehensive planning programs to deal with the problems arising from the extension of the Pennsylvania Turnpike into the area, and the proposed erection of a new steel plant in Falls Township, Bucks County, as well as conditions brought about by increased highway traffic and unprecedented population growth.

As a result of this meeting county planning commissions have been established in Montgomery, Chester, Delaware and Bucks Counties, and a Southeastern Regional Planning Commission has been established to deal with problems arising from the very rapid development of industry along the Delaware and the increased traffic rising from the construction of the Pennsylvania Turnpike. The regional agency and three of these county planning agencies now have active staffs at work. The locally-supported staffs of the Bucks County Planning Commission and the Southeastern Pennsylvania Regional Planning Commission are assisted by supplementary staffs supplied by the State Planning Board under a legislative act appropriating to the Board the sum of \$200,000 to be used in providing technical assistance in solving regional planning problems of state-wide importance. A publication of the State Planning Board, entitled "Boom in Bucks County," was prepared and circulated to stimulate planning activities to face the grave and growing problems of that County.

The continuing field work of providing technical assistance to enable local groups to organize and establish their civic organizations, of handling correspondence dealing with technical planning and zoning problems, of providing, on limited occasions, the actual work in connection with a particular phase of a local program, is carried on by Planning Consultants on the regular staff of the Board.

In addition to our occasional publication, "Pennsylvania Planning," which deals with particular problems of the State and its industries, or provides information of use as background material, the Planning Board has also issued, during the past two years, a news letter entitled "Pennsylvania Plans," to provide information and stimulation of location planning activities. We have also engaged in several activities dealing with community facilities and public works.

The number of Pennsylvania communities having planning or zon-

ing activity, or both, has been increased from 231 to 433 within the past three years. The State Planning Board provides consulting service to many of these local planning agencies.

Background information for the assistance of local planning agencies is provided by the Planning Board's collection of air photographs covering the entire area of the Commonwealth and by its comprehensive data on the chemical characteristics of the State's surface waters.

The State Planning Board has been able to give material assistance to urban redevelopment authorities in Pennsylvania through State subsidy funds provided by the Housing and Redevelopment Assistance Law of 1949. This Act appropriated \$15,000,000 to the State Planning Board primarily for use in subsidizing the construction of moderate rent housing, but with the provision that up to 30% of the appropriation could be used in making State grants to urban redevelopment programs. Thus far \$3,878,728 have been allocated to assist in the redevelopment programs of thirteen municipalities.

The creation of a State Recreation Council by Governor Fine last year was the culmination of efforts by the State Planning Board over a period of nearly fourteen years to attempt to coordinate the recreational activities of the State departments and local communities. A first unofficial Recreation Council of the State met in September 1938 in the State Planning Board's offices and the continued interest of the Planning Board in this field has been shown by the fact that the Board maintains on its staff recreation consultants to assist local government in personnel and facilities problems and in the adoption of a recreation program. During the period of activity of the Staff in this field, the number of part-time community recreation programs in Pennsylvania has increased from 329 to 740 and the number of full-time community programs from 42 to 138. The Executive Director of the Planning Board serves as the Secretary of the Council.

TENNESSEE SERVICE

DAN S. MARTIN, City Planner, City Planning and Zoning Commission,
New Orleans, Louisiana

IN GENERAL, there seem to be four main functions of a state planning agency—

1. Encourage and plan industrial development.
2. Plan physical improvements for the state as a whole, such as, for example, a state park system.
3. Conduct research to inventory land, water, and human resources. Carry out special studies at the request of the Governor or General Assembly. Collect basic information on population, governmental structure, and economic data.
4. Assist local planning programs.

Not all state planning agencies attempt to carry on all the planning

functions listed above. Industrial Development Boards, in particular, generally concentrate on the industrial aspect of state development. The Alabama State Planning Commission engages in all four functions but gives emphasis to state-wide physical planning and preparation of inventories of state resources, such as soil resources. The Tennessee State Planning Commission carries on probably the best balanced state planning program now operating in the United States. TSPC believes that good state planning depends upon good local planning. For this reason activities connected with direct assistance to local communities absorb more than one-half of the total man-hour output of the Commission. TSPC is setting a praiseworthy example. Tennessee's state planning program has been selected for presentation because this state agency believes in an approach which boosts local planning. Study of the Tennessee Agency may suggest methods for making state planning commissions more effective in stimulating and assisting local planning programs.

The Tennessee State Planning Commission has been in existence for seventeen years. The Commission was created by Governor Hill McAlister in 1935 partly because TVA wanted a state agency which could represent local interests in the development of the Valley area, and partly because of encouragement from the National Planning Board which sought the establishment of state groups to cooperate in inventorying the States' resources and planning for their best economic development.

A reorganization of the Commission in 1945 resulted in the creation of four divisions which correspond to the four major functions of the agency, as well as a fifth division for administrative matters. These four major divisions are as follows:

RESEARCH DIVISION

The functions of this division are to develop background information needed by all divisions of the staff; to maintain a research library for the use of the staff; and to perform research on subjects which might be helpful to the Governor and General Assembly.

Actually, of course, the Research Division serves an additional function of supplying a wealth of planning information to local municipalities. In support of the local planning assistance program much of the basic information on population, governmental structure, and economic data for Tennessee municipalities is compiled. Those of us in the planning profession can appreciate, I am sure, the value of such assistance to small communities unable to employ the services of a professional planner. In Tennessee, the State Planning Commission utilizes census reports, vital statistics records, industrial directories, and even post-card surveys to assemble basic planning information relating to the various municipalities in the state. The availability of these data is of principal

concern to the state planning technician working directly with planning commissions in the various localities.

Of equal importance to local planning programs is the research for local governments in indexing local legislation. Because of the vast volume of laws affecting the charters of the various cities, TSPC prepared a chronological list of the acts relating to each city beginning with the laws of 1796 and continuing through 1951. This material was recently published under the title *Index of Private Acts for Tennessee Cities*.

A similar index of legislation pertaining to Tennessee's 95 counties was compiled by Tennessee's state planning agency to supplement the publication of the index of acts for municipalities. The bulk of this research, covering the years 1796-1941, was completed by the Works Project Administration during the 1930's and early 40's. The Research Division has rescued this gigantic compilation from oblivion and added the acts from 1941 through 1951, thereby bringing this study up to date for maximum usefulness.

STATE PLANNING DIVISION

State Planning, established as a division of the Commission in 1945, involves planning of a physical nature for the state as a whole as well as cooperation and assistance on any project which materially contributes to composite state development. The program includes original studies on problems relating to state government, cooperative undertakings with other departments on the preparations of plans for the state's physical development and assistance on public works planning to both local and state government.

Publications on various phasis of public works planning is an important part of the activity of the State Planning Division. Two technical reports, *Planning Garbage and Refuse Facilities for the Small Community*, and *Planning Water and Sewerage Facilities for the Small Community*, were prepared to aid local officials in preparing preliminary plans for these projects. Another publication, *Sanitary Service Charges in Tennessee* which is revised biennially has helped a number of communities to establish more realistic rates for this service consistant with a higher type service to a greater number of people.

One of the principal services of the State Planning Division is the Capital Budgeting Program now carried on in cooperation with Tennessee towns and cities. Here, of course, is where the Tennessee State Planning Commission gets down to the core of planning. Financial planning is necessary to translate plans into action.

A capital budget is a long-term plan for the construction and financing of major public works. It is a guide for undertaking needed public works based on the community's ability to finance them. Capital budgeting involves determining (1) what is to be done, (2) when it is to be done, and (3) how it is to be financed. The experience of Mt. Pleasant (population 2,931), Tennessee demonstrates what can be done with a

well-planned long-term public works improvement program. Officials of this city, aware of the need for new and expanded municipal facilities, asked for assistance in the preparation of a capital budget.

At the time the capital budget study was initiated, the engineering work of installing a new sewerage system in the town was going on. The engineering report recommended placing the sewer lines in the center of the streets, and it appeared that money would be needed for resurfacing streets. Additional curbs and gutters were needed on many residential streets. New garbage equipment was necessary in order to provide adequate service to all residents. Local citizens were interested in expanding recreational facilities.

A study of the revenue and expenditure requirements of the city disclosed that most of the needed improvements could be provided without imposition of any new taxes. Further examination revealed that the city maintained a sizeable surplus in the treasury, and yet at the same time was paying interest charges on outstanding debts which could be liquidated at the option of the city. These economies were put into effect. Garbage collection and sewer service charges were recommended to place these services on a paying basis.

The capital budgeting program of TSPC has been discussed in detail because it is believed by the speaker that this program is truly local assistance of some consequence. The preparation of a capital budget in any community is as much educational to local officials as it is economical to municipal operation. Advisory and educational work with local officials, can go a long way toward the stimulation of a successful planning program.

INDUSTRIAL DEVELOPMENT DIVISION

Often the establishment of a new industry has set the stage for accelerated growth of a city or town. By the same token, there are numerous examples where physical improvements accomplished by cities have made them especially attractive for new industry. This is the basic philosophy which guides the Industrial Development Division of the Tennessee State Planning Commission in efforts to improve the economic character of the state and its subdivisions.

In carrying out its program, the division acts as intermediary between industries seeking new locations in Tennessee and the communities in the state which can meet the requirements of prospective industry. To industry, the division can furnish basic data and pertinent information relating to the particular community under consideration. Also provided is information on available raw materials, labor supply, transportation, markets and other related factors. For the community, the division seeks to assist in the analysis of local industrial needs, to advise on plans for expansion of the local economy, and to help in placing before prospective industrial concerns the community's plans and advantages.

An incident which occurred when the speaker was employed by TSPC, illustrates how the cities are assisted and advised in their negotiations for the location of industrial concerns. The state agency has consistently pointed out to the Tennessee cities that offering tax exemptions as an inducement to industrial plant locations was a dangerous practice; that sometimes the industry cost the City more than the benefit derived from an expanded economic base. City "X", against the advice of the state agency, offered an industrial prospect a ten-year tax exemption as an inducement to locate a new plant in their city. In time City "X" was notified by the industrial concern that they had located in City "Y" which, although having a relatively high tax rate, did offer adequate city services, adequate utilities, good schools, and well maintained streets. The industrial concern went on to state that they did not believe that adequate city services could be supplied to them on a tax-free basis.

As a purely fact-finding agency, the division could justify its existence. The Commission, however, has appreciated the long-range value of coordinating its local planning activities with industrial development service on the local level, and has encouraged wherever possible close working relationships in these two phases of its program. Here then, in the Industrial Development Division of the Tennessee Planning Commission, is another important aid to local planning.

LOCAL PLANNING DIVISION

Planning in Tennessee hinges largely on local initiative. Good enabling legislation permits and encourages citizens in their own community to carry on local planning in the best uncoerced home-rule tradition.

The Tennessee State Planning Commission gives assistance when invited to do so. The local planning assistance program is operated primarily to give support to planning at the local level and to assist in the development of planning programs as an active and continuing function in the various municipalities, counties and regions of the state. Of the four main divisions of TSPC the Local Planning Division is by far the most important in assisting local communities in their planning program. The State of Tennessee is divided into four regions with an office more or less centrally located in each region. With very few exceptions every Tennessee city or town can be reached by auto from one of the regional offices within five or six hours. Most communities can be reached in a much shorter time. The use of regional offices brings the cities and towns within easy reach of state planning technicians. Comprehensive planning, Tennessee style, does not smell of the lamp in the home office. Plans for projects in local communities are geared to circumstances and conditions and the viewpoints existing in the communities. This kind of democratic planning is as American as apple pie.

The importance of the technical assistance given to local planning

programs in Tennessee is emphasized when it is explained that Tennessee ranks sixteenth among the states in population. However, only four cities in the State have populations sufficient to give them a metropolitan classification. These four large cities have their own planning staffs. Of the 248 incorporated towns and cities, 233 have less than 10,000 population. You can imagine the difficulty these towns and cities encounter in attempting to create and maintain their own planning staffs. Furthermore, there are no private planning firms in Tennessee. To these smaller cities and towns, the State Planning Commission is the only agency established and qualified to conduct an active and continuing program of assistance and technical aid in over-all planning matters.

LOUISIANA SET-UP

WILLIAM G. ZETZMANN, State Department of Public Works,
New Orleans, Louisiana

THE State Department of Public Works is organized into six divisions; the Administrative, Engineering, Operations, Planning and Development, Housing and Aeronautics. I will tell you about the Planning and Development Division with regard to "State Aids to Local Planning." This Division is charged with the establishment of, and assistance to, local planning agencies. Its primary work is in the organization of parish development boards, with which it works in the coordination of development plans for the orderly and progressive betterment of the State.

The most intensive work done by this division during the past twelve years has been in the field of parish planning and development. For Louisiana, except in certain metropolitan areas, planning on a parish-wide basis seems the most feasible. Planning for the parish, however, does not relieve the city of the obligation and necessity of study and of decisions as to its local problems. With this in mind, the Department has sponsored the formation of parish planning and development boards as legal agencies of the parishes involved. These boards are set up by resolution of the Police Jury (the governing body of the parish) with the requested aid of the Planning Division. Their immediate objective is the preparation of a complete inventory of parish resources and facilities. This survey is made by local committees of the parish (appointed by the board), in accordance with suggested guides developed by the Planning Division. The next responsibility of the Board lies in an analysis of the survey to uncover deficiencies and potentialities within the parish. In this manner, the board becomes an advisory group, under the sponsorship of the Police Jury and thus aids in the development of latent resources, in correction of existing deficiencies in the parish make-up, and in the promotion of new industrial locations and industrial and agricultural enterprises.

Today, we have forty-five (45) parishes out of a possible sixty-one (61) participating in this program. Thirty-nine (39) have completed and published their surveys. Two of the parishes have completed their second survey, bringing their inventory up to date, and have set new plans for the continued betterment of their parishes. Aid is offered to these boards in several ways. Assistance is given in the formation of the boards, by first arousing citizen interest and second by appearing before the governing body to explain the set-up. After the board is formed, we assist with the organization and meet with the board and its fact finding committees, to explain the procedure, in order to get the work under way. Consultant services, preparation of maps and charts, photographic service, complete editorial service and any other assistance necessary is given by the Planning Division. In addition to technical help with the survey, the boards receive financial aid from the department. This assistance is in the form of payment for the printing charges—a sum ranging from \$3,000 to \$4,000 for publishing 750 copies of the survey (500 of which go to the parish). After completion of the survey, it is then up to the local board to carry out the recommendations or plans for the improvement and development of the parish. We aid in this work when called upon. One of the department's most important and most difficult tasks is keeping alive interest in the program. This necessitates a continual contact with the boards.

An example of the department's assistance to the parish boards after the survey is over, is the case of "Louisiana's Coastal Highway," (the road to the last frontier in the State).

The Division assisted two coastal parish development boards in the southwest portion of the State in preparing a brief justifying the building of a coastal highway connecting with Texas on the west. Meetings with the parish boards and Texas representatives were held and plans were formulated regarding procedures to follow in preparing the brief, and in future steps to be taken for the ways and means to accomplish the goal. This was started about four years ago; and, today, this road, with the exception of a few miles still incomplete, is a reality and in a matter of a few months the road will be opened to the public.

Other aids offered to Local Planning.

The Division, on occasion, acts as a research organization in gathering information for various commercial and civic groups in the State; directs local groups to, and arranges meetings for them with other State Departments, and publishes a quarterly newsletter which goes to citizens who have participated, and are now participating, in the parish development program. This publication has a circulation of over 2,000. The purpose of this newsletter is to keep those interested in development work aware of the progress and plans of other parishes.

STATE PARKS

The National Conference on State Parks held its 33rd Annual Meeting in the Georgia Veterans State Park, near Cordele, Georgia, as the guests of the Georgia Department of State Parks.

Hon. Douglas McKay, Secretary of the Interior, sent a message as follows:

Message from the Secretary of the Interior

I HAVE been informed that the National Conference on State Parks will hold its annual meeting at Veterans Memorial State Park in Georgia on October 12-17.

This reminds me of the most pleasant occasion when I was a guest of the Conference and the American Planning and Civic Association at a dinner held here in Washington last February 12. I was glad to have that opportunity to meet some of your officers and members and to become better acquainted.

I am generally familiar with the work of your Conference in promoting and encouraging the establishment and growth of State park systems. I most heartily endorse this objective. It has long been my belief, as perhaps you know, that in this work the States have a great opportunity to preserve the best examples of their natural and cultural heritage, to develop public appreciation of these resources and values, and to provide proper public recreation opportunities for their citizens. I watched, and helped in every way I could, my old friend Sam Boardman with the development of the State parks in Oregon. I know that he was a member of your organization, and we all know that it was through his untiring efforts that Oregon has an outstanding string of coastal parks along the Pacific Ocean. I believe these parks and the highway that connects them make the Oregon coast one of the most beautiful areas in the world. I am glad that the National Park Service had an opportunity to help in this work.

The State and national park systems are supplementary and closely related phases of conservation effort. What affects the one will probably sooner or later affect the other. It is highly important, therefore, that sound park policies and programs be worked out jointly in such organizations as the National Conference on State Parks and be cooperatively promoted, supported and defended.

This Department, through the National Park Service and other bureaus concerned, will continue to help with this work in every way that it can.

At the opening session, Governor Herman Talmadge delivered an address of welcome.

Welcome from Governor Herman Talmadge

GEORGIA is one of the outstanding States of the Nation in park development and improvement.

Georgia, itself, is one vast natural park from the mountains to the sea and is dotted with beautiful spots which can be adapted for official park purposes to serve the people of this state and the other states.

One of our problems is to make these beauty spots accessible and to this end we have completed several highways which make it possible for the people to reach them easily by motor vehicles. We have just opened a new road from Clayton to Black Rock Mountain State Park and also have finished a highway which makes Amicalola Falls available for sight seeing purposes. This is the highest waterfall East of the Rocky Mountains.

The Veterans Memorial State Park, the site of the conference, is a development on which the State has spent half a million dollars during my administration.

We are in a park, today, which is not only a State Park but also is the location of the recreation center of the Schoolboy Safety Patrol Camp which is a cooperative project by the State and the Veterans of Foreign Wars.

There are now twenty-two completed parks in the State system with several more proposed for early development. The State now maintains parks in all sections of Georgia, in the mountains, in the plain sections and along the Atlantic seacoast.

Among the new parks developed during the present administration are Black Rock Mountain, Elijah Clarke in Lincoln County, two parks on Allatoona Lake, near Cartersville, one white and one for negroes and a new park near Helen. This administration has emphasized the development of park and recreational facilities within close reach of our citizens, rather than putting all our budget in one location. We believe that this also serves to attract more visitors from outside the State as they pass through our environs. As a matter of interest, Georgia is now spending \$350,000 a year for park maintenance and operations. But, we have undertaken during the last five years an impressive construction program of new parks and additions to existing parks all over the State which represents an annual outlay of about \$600,000 per year. During the last five years we have provided a total of about \$2,900,000 to develop a system of State parks within convenient access of the people all over Georgia.

The local communities in which state parks are located have co-operated with the State in their development and in many cases have donated land to augment the regular acreage. Several individuals have given substantial tracts of land for park purposes. Some of Georgia's parks are located at or near historical shrines. Among these

are Alexander Stephens Park at Crawforville which preserves for posterity the home of the Vice-President of the Confederacy. We also have State parks at the sites of famous Indian Mounds of Prehistoric days. The Jeff Davis Park is located a few miles from here near Irwinville on the site where the President of the Confederacy was captured by Union forces. We have changed the name of Pine Mountain State Park to the Franklin D. Roosevelt State Park in honor of the late President who made his summer home at the Little White House, just a few miles distant.

Roll Call of the States

Alabama. James L. Segrest, Chief Division of State Parks, Monuments and Historical Sites, reported:

The 1953 Alabama State Legislature, which has just closed its session, appropriated to the State Parks System \$100,000 annually for the next two years for maintenance and operation. In addition to this, the anticipated revenue from operation of facilities will be \$130,000 per year, thus giving the State Parks Division an annual budget of \$230,000 for the next biennium. Although no appropriation was made for capital improvements, an Act was passed which gives to the Parks Division all revenue derived from sale of sand and gravel from the water bottoms and from unused state lands. Another Act was passed which will enable us to have at our disposal during the next biennium all revenue derived from sale of timber on State Park lands and all revenue from the operation of any newly developed facilities. Through the enactment of these two bills we expect to receive an additional \$50,000 during each of the next two years. It is planned to use all of these funds from these two sources for capital improvement. The Legislature also made a small appropriation for the marking of several historic sites. Although they did not give us as much as we would have liked, we shall have a larger annual budget due largely to receipts from operation of facilities, which will enable us better to maintain and operate the State Parks and Lake reservations.

Alabama has pioneered in the Public Fishing Lake Program. We now have in operation under our supervision twelve of these lakes, in areas where previously there was no good fishing. During the year 395,178 fish, weighing 60¼ tons, were caught from these waters. New lakes are continually being constructed, two or three each year.

Alabama is justly proud of completing an undertaking for which there has long been a need, that is the opening of its first recreational area for negroes. This is in its beginning stage, at present furnishing only day-use facilities. There is an organized group camp for negroes which we operate on a lease basis. The ultimate development will include over-night accommodations. A negro Park Ranger has been employed

to care for this development under the supervision of the manager of Joe Wheeler State Park, of which this area is a part.

The development of the park and lake reservations has been greatly helped by the State Highway Department. They have paved many miles of roads to and within these areas. All of the cost of these road projects has been borne by the State Highway Fund. This has made the reservations more accessible as is shown by the increased attendance, which this year is approximately two million. The Highway Department is now in the process of paving a 16-mile scenic parkway along the edge of May's Gulf, known as the "Little Grand Canyon of the South," a part of our DeSoto State Park.

Our Director has allowed approximately \$200,000 to be spent during this fiscal year in developing a new park near Mobile, the cost of which is being paid from what we call the "oyster shell" money. This revenue is derived from the sale of dead oyster shells which are moved from inactive reefs in the Mobile area. It is hoped this park will be in operation in 1954.

The National Park Service sent an historian and museum curator to Fort Morgan State Park to assist in planning the restoration work on that famous historic site and to plan the establishment of a museum there to house relics pertaining to the area. This Fort is located on a point of land jutting into Mobile Bay and together with Fort Gaines on Dauphin Island just across the pass, has guarded the Port of Mobile through every American military engagement. The site of another famous fort nearby is being located and marked, that is Fort Mims. The Hot Shot Furnace, which is adjacent to Fort Morgan reservation, has been transferred to us, and is in the process of being restored. This is where cannon balls were made and heated during the war between the States.

Alabama has taken a step forward in holding its first Conservation In-Service Training School. All key field personnel attended. Brief courses were given in all phases of Conservation work, and in First Aid. Good public relations was especially stressed. At the close of the school, after successfully passing an examination, the men were given a certificate of merit, and were placed in official uniform, bearing the Alabama Conservation insignia. The employees are required to wear this uniform at all times when on official duty.

California. Earl P. Hanson, Deputy Chief, Division of Beaches and Parks, reported:

From our new offices in the recently completed Education Building in Sacramento, California, I bring you the greetings of Newton B. Drury under whose able direction the State Park System continues to expand.

Under the eleven years of the governorship of Earl Warren and the generosity of the California Legislature, California moved progressively toward meeting the recreational and inspirational needs of the ever

increasing population of the State, now estimated to be in excess of eleven and a half million persons.

There are now more than 130 units under the jurisdiction of the California State Park Commission, which for eleven years has been chairmanned by the Hon. Joseph R. Knowland, Oakland publisher, and father of the State's senior Senator. During the past year the recognition of Commissioner George Scott of San Diego, led to the appointment to the commission of Mr. Guilford Whitney of the same locality.

The 130 park units, which include outstanding scenic resources of the State, such as the redwoods of the coast and of the Sierra Nevada; spectacular coastal headlands such as the Point Lobos Reserve with its windswept grove of the geographically unique Monterey cypress; expanses of high mountain wildernesses such as Mt. San Jacinto in Southern California; and broad stretches of Colorado Desert, including Borrego and Anza Desert State Parks, embracing 500,000 acres.

To provide a well balanced system of state parks, as provided for by the Legislature, recreational areas consisting of sandy beaches bordering the Pacific Ocean and lake and river areas in the interior of the State, have been established and developed. Twenty-nine areas in which the rich historical background of California is represented and being interpreted, either through preservation of historic structures or marking of the sites, complete the park system.

The extensive park organization continues to grow in accordance with well formulated plans. Its expansion has been projected into the future for a period of five years in a general program approved by the State Park Commission. This program was formulated primarily to show how the twenty-seven million dollars in oil royalties, now impounded, which have accrued to the Division of Beaches and Parks, can be spent in expanding and improving the State Park System, if, as we hope, these funds are released. The program also provides for the seven million dollars in royalties which will accrue annually to the state park and state beach funds.

New projects, such as a state-wide system of Roadside Rests, preservation of the remaining groves of Sierra redwoods, small boat harbors for recreational craft, and the establishment of a master planning staff to cooperate with local agencies in the overall recreation program of the State and particularly to develop master plans for all of the 130 units of the State Park System, all are provided for in the five-year program. All of these projects have been subjects of legislative study and policy.

The oil royalties and their disbursement are being studied by a special legislative interim committee. There is great pressure in California for the financing of local projects with the royalties from drilling on state-owned properties, both uplands and submerged lands, when

these royalties again become available to the State. The Division of Beaches and Parks, through legislative enactment in 1943, is entitled to 70 percent of those royalties, and when appropriated through the budgeting process, may use them for support and capital outlay purposes. The other 30 percent is deposited in the State General Fund. There are those who urge that the total should be similarly deposited to help defray the general expenditures of the State.

Other legislative interim committees have been and are studying the program which provides for an adequate and diversified system of state parks, the development of roadside rests or waysides, the development and maintenance of recreational small boat harbors, and a host of other projects involving the State Park System directly or indirectly.

Our land acquisition program continues to move forward under the effective guidance of Mr. Everett Powell, who, after more than three years of service, was appointed to the newly established Land Planning and Acquisition supervisor position. While our acquisition program is aimed by legislative intent, at completing the acquisition of ocean beaches and interior recreation areas with the fifteen million dollars appropriated by the Legislature in 1945, we are still endeavoring to complete preservation of scenic areas, considered to be of national importance. Before he became Chief Justice, one of Governor Warren's recent endorsements of the 1953 legislation provided for the preservation of the landscape surrounding Emerald Bay at Lake Tahoe. As to the South Calaveras Grove of Sierra Redwood for which we are actually in negotiation with the owners, a conference between the principals is scheduled for early November in the Office of California's new Governor, the Hon. Goodwin J. Knight. It was he who as President of the State Senate, cast the deciding vote on controversial legislation which would have required the State Highway Commission and the State Park Commission to cut down many outstanding redwood trees in the state parks for the purpose of widening one of the world's magnificent drives, the celebrated Redwood Highway. The proposals were based upon standards declared "unworkable and unnecessary" by both the highway and park authorities. Both groups are now studying a proposal to bypass Humboldt Redwoods State Park with a high-speed through highway, thereby preserving the serenity of the magnificent virgin groves of the Coast Redwoods for a distance of 25 to 30 miles. If we are successful, the existing Redwood Highway through that area would then be maintained as a parkway by the State.

Other acquisitions, particularly along the lower Colorado River Basin, have raised the question of providing for hunting in state park areas. The newly created Department of Fish and Game is very much concerned about the steady decrease in areas available for public hunting. They have, therefore, because of the pressure of organized sportsmen's groups and others, opposed the program of the State Park Com-

mission which would provide four more park areas from lands declared surplus by the U. S. Bureau of Reclamation in connection with the Colorado River Basin irrigation and flood control program.

The two Commissions—Fish and Game and Parks—are meeting in San Diego soon for the purpose of hearing both sides of the controversy and endeavoring to reach a satisfactory conclusion in the matter.

The legislative committee hearings and controversial issues such as those involving the Redwood Highway and hunting in state parks, has had the effect of increasing the public's interest in the California State Park System. There has resulted a steady increase in requests for information. This has been met in large part through the publication of a number of brochures, including a folder of general information and others describing the features and facilities of the individual park units. This program is ably guided by Mr. Elmer Aldrich, whose Conservation Education Section has been augmented by one full-time and two seasonal supervising naturalists. We have also been able to circulate widely the California State Park System's Five Year Program. Reports have been made to the Legislature by the Divisions of Forestry and Beaches and Parks on the Status of Sequoia Gigantea in California and by the Divisions of Highways and Beaches and Parks on the wayside rest program.

Under the spirited direction of the Division's newly appointed Historian, Dr. V. Aubrey Neasham, the interpretation program of our state historical areas has been stepped up and a number of new publications concerning new areas have been issued. Particularly in the historic city of Monterey have we been able to progress toward the ideal of preserving intact the rich background of early Spanish California. The State Park Commission has approved, and the City of Monterey concurs, in the delineation of a Zone of preservation surrounding the Old Customs House, built by the Mexican Government in the 1820's, where the American flag was first raised officially in 1846 claiming California for the United States.

Through legislative appropriation, the Division of Beaches and Parks has been able to expand its development planning staff of landscape architects from one to three positions and is developing as rapidly as possible master plans. We also have available a technical forester who deals with the Division's problems of ecology and forests.

We have high hopes that with the return of the Oil Royalties our State Park System will continue to go forward and thereby provide adequately for the great masses of people in California as well as visitors to the State, all of whom may be seeking enjoyment in and understanding of the great natural and historical heritages that are peculiar to California.

Connecticut. Elliott Bronson, Superintendent of State Parks, reported:

In Connecticut, forty years ago this year, a Commission on State Parks was created to provide "open spaces for recreation for the people of the State." A year later, a portion of the first Connecticut State Park was purchased. Since that time 62 state parks have been acquired, over one half by voluntary gifts of generous citizens.

To date, in 1953, three and one fourth million park visitors used the Connecticut State Parks. Since the State Park and Forest Commission raised its fees these visitors brought in over \$280,000 in parking and camping fees—\$50,000 more than last year. This was fortunate since our regular force was placed on a forty-hour week basis and the pay of our seasonal employees was raised substantially. Our recent General Assembly recognized the needs of the park system and appropriated \$500,000 for beach erosion control and \$353,000 for special development projects. This is the first development money available to the division (other than funds raised by fees) in over seven years.

Harkness Memorial Park for handicapped children and blind adults still continues to be our most interesting contribution to park work. The opening of the Museum with the exhibit of Rex Brasher's bird pictures attracted a class of people willing to pay a substantial entrance fee to the public portion of the park to help support the handicapped program. Many hold Brasher's pictures as more accurate and finer art than Audubon's.

Florida. Emmet L. Hill, Director of Florida Board of Parks and Historic Memorials, reported:

The Florida Board of Parks and Historic Memorials is composed of five Members, appointed one from each of five regions of the State of Florida by the Governor, and their appointment is confirmed by the Senate. The terms of the Board Members are for four years and the appointments are staggered in order that there will be a preponderance of experienced Members on the Board at all times. This method of appointment gives reasonable assurance of a fairly continuing level of policy and tends to carry on a smooth flow of administration. An unusual occurrence took place during June of this year when five Members of the Board resigned en masse and the Governor appointed a complete new Board. One Member of the newly appointed Board had served as Chairman of the Board during an earlier administration.

One of the outstanding achievements of the Park Service during the past year was an increased and, apparently, very favorable attention by the Legislature to the problems of the Service. This was brought out by the fact that the 1951-53 biennium appropriation was in the amount of \$550,000.00 for operation and maintenance, and \$145,000.00 for capital outlay, making a total appropriation for that biennium of \$695,000.00. The past Legislature appropriated for the 1953-55 biennium a budget for maintenance and operation of \$1,009,631.00 and

a capital outlay item of \$465,405.00. This makes a total Legislative appropriation of \$1,475,036.00. Of the \$1,009,631.00, \$87,000.00 has been set aside for capital outlay and these funds will be spent for Park improvements in excess of the \$654,504.00. Our chief goal for this biennium is the proper expenditure of these funds to materially add to our State Park improvements.

We administer 9 developed State Parks, 1 scientific area, 6 partially developed areas, 8 undeveloped areas and 17 historic memorials. Our total attendance, which is estimated, amounts to somewhat over a million persons a year. No accurate check is available since we do not have admission fees for any of the Parks and only a few places, where parking fees are charged. Our total receipts for the last fiscal year were \$120,144.52. The Board recently gave the Director the authority to carefully review and revise any fees for special services or facilities in the State Park areas. A slight upward revision will be made in charges, bearing in mind at all times the facilities that are offered in that particular area. The types of recreation facilities offered in Florida State Park areas are quite similar to those offered in other states. We have swimming, boating, canoeing, hiking, picnicking, vacation cottages, group and family camping. We have an increased demand in requests for camping of all kinds, especially tent and trailer camping.

One of the unusual features of our new program is the development of beach areas for colored people. We have a temporarily developed area on the Atlantic coast, where we expect to build a \$50,000.00 recreational building for Negroes, and we are developing a recreational area on the Gulf coast for their use.

Georgia. John N. Mann, Assistant Director, Department of State Parks, State Division of Conservation, reported:

The Georgia Parks Department, during the past five years, has emphasized expansion and the accomplishment of accumulated maintenance in renovation of all of the older parks. During this time approximately \$2,500,000 has been made available for this purpose. A large proportion of these funds have been expended during the past two years. The acquiring of land for the expansion program has largely been accomplished through license agreements with agencies of the Federal Government for the operation of Park Areas on Reservoirs administered by the Corps of Engineers and leasing of sub-marginal land from the Department of Interior.

On the Clark Hill Reservoir above Augusta on the Savannah River four areas have been acquired through license agreement. They are: Bobby Brown Memorial State Park area in Elbert County, Mistletoe State Park area in Columbia County, Keg Creek State Park Area (for negroes) in Columbia County and the Elijah Clarke Memorial State Park Area in Lincoln County. Approximately \$50,000 has been ex-

pended on the Lincoln County Area practically completing the proposed development which includes day-use facilities for picnicking, swimming area, concession and bathhouse building, boat docks, the necessary equipment and utilities for such an area.

On the Allatoona Reservoir, three areas have been acquired and development well under way. They are: The Red Top Mountain Area for whites in Bartow County where day-use facilities, swimming area, boathouse, floating docks and concessions are already in use; The Acworth Area on a sub-impoundment of the Allatoona Reservoir in Cobb County where practically all the facilities necessary for a local park have been completed and The George Washington Carver Area for negroes in Bartow and Cherokee Counties which is being developed by private capital under a lease agreement.

Fort Yargo State Park in Barrow County was obtained by lease agreement from the Department of the Interior and substantial progress has been made toward furnishing day-use facilities, including utilities.

Last, but far from the least, is the Unicoi State Park Area in White County obtained by swapping state land to U. S. Forestry Service. This park was planned as a mountain summer resort to relieve the pressure from Vogel where the demand for cabin accommodations greatly exceeds the facilities available. We believe Unicoi will be our most popular park when completed. With an expenditure already exceeding \$500,000, a 50 acre lake, group camp facilities and a public area including bathhouse, concession building, picnic area and parking areas have largely been completed. In addition the State Highway Department has graded and graveled several miles of access roads to the area. The roads are to be hard surfaced at a later date.

In addition, old areas never developed before have been opened. At Black Rock Mountain in extreme North Georgia, development is under way with day-use areas, a resident superintendent and necessary utilities have already been completed. In deep South Georgia, Kolomoki Mounds State Park has had extensive archaeological research and development on the scientific side while the recreational part of the Park now has day-use areas, a resident superintendent and a group camp area with a private lake largely completed.

All of the major park areas with old extensive developments have been completely renovated and new equipment purchased. These areas include Vogel State Park, Hard Labor Creek State Park, A. H. Stephens Memorial State Park, F. D. Roosevelt State Park and others. These established park areas have also received entirely new facilities in the expansion program as at Georgia Veterans Memorial State Park near Cordele where a swimming pool, bathhouse, street lighting system, tennis courts and road paving have recently been or are nearing completion. A negro area at this Park has been opened with playgrounds, picnic area, concession stand, sanitary facilities, water and dock facilities.

During the fiscal year just past, approximately \$1,500,000 was expended by the Parks Department for all operations. Of this amount, approximately \$370,000 was for current expense of operations and the balance for lands, buildings, and permanent improvements. This compares with an expenditure of slightly more than \$1,000,000 for all purposes during the preceding fiscal year.

As a matter of policy, the Georgia Park System is operated by the Parks Department personnel. Special conditions have resulted in a few cases where it has been deemed advisable to operate certain facilities through a concessionaire. All such facilities are operated under the same rules, regulations and prices that govern operations by the Department of Parks. Also, as a matter of policy, fishing is free in all waters controlled by the Parks Department. Admission to all park areas and picnicking facilities are also without charge.

The Georgia Park System is operated under the Director through the General Office in Atlanta and a full time resident superintendent or caretaker at each area. Large, well developed areas also have a full time resident assistant superintendent with certain exceptions where concession agreements are in effect, all labor, concession operators, life-guards and other seasonal personnel are on an hourly or weekly temporary basis.

Illinois. William R. Allen, Assistant Superintendent of State Parks and Memorials, reported:

Also from Illinois, we have our Landscape Architect, Mr. David Abbott, and Mr. and Mrs. O'Conner from the Cook County Forest Preserve District.

We regret that one of the Conference's leading directors cannot be here—that is Mr. Charles G. Sauers, General Superintendent of the Cook County Forest Preserve District. Mr. Sauers has been appointed by our Governor William G. Stratton to head the new nine-member Conservation Board in Illinois.

We now have 65 parks, memorials and conservation areas. A new law in Illinois has allowed us to group our areas in categories so they may be easily distinguished, one from the other.

We have about 25,000 acres; a budget of \$1,900,000 per year; 200 full-time employees and 300 for the summer months. Tractors, trucks, mowers and many other items are part of our equipment.

A recent law in Illinois made it necessary to collect 10c per car and 10c per person in certain parks. The idea was a pay-as-you-use plan with funds accumulating in a special fund for permanent improvements. No collections are being made during the winter months as attendance doesn't seem to justify collection costs. As to the controversial 2c Federal Admission Tax on each person, we feel this is unjust and have

asked our Attorney General to defend us against any collection by the Federal Government.

We feel we are creating good public relations and our men are instructed to emphasize "courtesy" at the toll gates.

We wish to extend to you all a cordial invitation from Governor Stratton and our State Parks Division to visit Illinois or stop by when you are passing thru. We shall be pleased to have you call at our office in Springfield.

Indiana. K. R. Cougill, Director of State Parks, reported:

I. *Highlights*

1. Record Attendance in Paid Admissions:

1953 Calendar Year to Date. 2,038,725 (actual count)

1952 Calendar Year to Date. 1,832,913 (actual count)

10% Increase over 1952

In addition over 300,000 children used Indiana State Parks making total 1953 attendance well over 2,000,000 visitors. Incidentally the Internal Revenue Department has recently removed the Federal Tax on Admissions to all Indiana State Parks.

2. Approximately \$500,000.00 was invested in Capital Improvements during the last Fiscal Year.

3. Newest State Park (Whitewater State Park) with 200 acre Lake had initial summer's attendance of 110,000 paid admissions to date.

4. Great Lakes Park Training Institute again at Pokagon State Park—attended by over 200 persons from 18 States and three Canadian Provinces.

II. *Changes in Administrative Procedure*

Camping areas at Indiana Dunes State Park and Shakamak State Park were operated on the basis of limiting the campers to a period not to exceed three weeks.

III. *Funds Available. 1953-54 Fiscal Year*

For Improvements

\$398,174.00—Rotary Balance (July 1, 1953)

233,227.00—Post War Funds

2,266.00—Kankakee State Park

Acquisition Fund

\$633,667.00—Total Available

For Operations

\$900,000.00—Estimated Earnings

198,850.00—Appropriations

\$1,098,850.00—Total Available

Total Funds Available 1953-54 Fiscal Year

\$633,667.00—For Improvements

1,098,850.00—For Operations

\$1,732,517.00—Total

Earned revenue during the 1952-53 Fiscal Year was sufficient to completely defray operation and maintenance costs.

IV. *Acquisition and Development*

\$137,524.00 Kankakee River State Park and Versailles State Park Land Acquisition.

About \$500,000.00 Total spent on Capital Improvements with continued emphasis on more facilities and improved facilities for Family Use.

V. *Program for Current Year*

1. Continuing goal to have state park facilities within easy access of every Indiana citizen. Newer state park areas will continue to have priority on development funds.
2. New personnel will continue to have benefit of In-Service-Training Program.
3. Great Lakes Park Training Institute again is scheduled to be held at Pokagon State Park in February 1954.
4. Continued emphasis being placed on maintaining all state park facilities and areas in good condition for maximum use and enjoyment by park guests.

Iowa. Ray Mitchell, Superintendent of Parks, reported:

Iowa has had a very eventful year, reaching another milestone in her artificial lake program. A new 400-acre lake and park near Creston, Iowa, was dedicated "Green Valley State Park" on September 20th. This is another step in carrying out the artificial lake program as proposed in the "Iowa 25 Year Plan" prepared in 1933. Briefly, one of the goals of the plan as considered here was to provide adequate water recreation within 35 miles of every citizen in Iowa.

Work has been slowed on two other artificial lake projects, namely, Stanton Lake in Montgomery County and the Shelby County Lake Area. The necessary thousand-acre land acquisition is almost complete for the Stanton Area, however, difficulties involving condemnation have arisen in purchasing the Shelby Site.

One of the bright spots in our Conservation educational program is the Iowa Teachers Conservation Camp. For the fourth successive year, the Conservation Commission provided a group camp in Springbrook State Park for the Iowa Teachers Conservation Camp. Iowa State Teachers College offers college credit for teachers attending the Camp. A total of 83 teachers attended the three-week sessions offered this summer. Emphasis is on field work and practical teaching methods. In four years, 298 teachers have come to the Camp. These teachers have

assumed leadership in conservation education programs in their respective communities, thus strengthening one of the weaker lengths in education.

Since we last met, approximately \$527,600 special capital improvement and development money of previous legislation has been spent on land acquisition, dredging, riprapping, designs, investigations, erosion control, and new park facilities. The following are some of the projects completed in the last year: new shelter house and entrance portals at Allerton Recreation Reserve, a water and sanitary system for the group camp at Lake Keomah, a new bathhouse at Pine Lake, expansion of the central shop buildings by the addition of a paint and storage room. A new beach for Union Grove Lake, a residence and service building for Nine Eagles, completion of Josh Higgins Parkway, a new lake water treatment plant for Lake Darling; and in addition to these items, riprapping and erosion control work was carried on in numerous areas. The latter is considered one of our most urgent problems and holds the key to the success of the artificial lake program.

Future development of the new artificial lake program does not look as bright since the meeting of the Iowa Legislature this past spring. A six-million-dollar development appropriation request was turned down and replaced with what was termed an emergency program and ear-marked for only seven specific projects, amounting to \$843,000. Over half of this money must go for a new sewer system around Clear Lake, one of the major natural lakes in northern Iowa, the rest of the funds being split among six other projects for riprapping, repair of existing structures, algae control, and dry-docking the dredges.

The new \$474,500 a year legislative appropriation for maintenance and operation of the Lands and Waters Division for this biennium is slightly less than the yearly appropriation for the previous biennium ending July first, 1953. A little over \$300,000 will be spent in maintenance and operation of state park areas per year during the biennium. Of this amount, approximately one sixth of the money will come from receipts and the rest will be from the legislative appropriation. The remainder of the appropriation will be used to help maintain the administration division, forestry, and lake patrol sections. Our entire program is seriously lacking in adequate funds to maintain our already crowded facilities. This is borne out by the fact that Iowa maintained and operated her park system last year on 6½ cents per park visitor while the national average was 17 cents.

Iowa's park attendance for the calendar year of 1953 is well out in front of the 1952 season which ran over the four million mark, continuing the steady increase in park attendance which has tripled during the last eight years. This can be considered a very good attendance in view of the fact that Iowa has only two and one half million population. Most of the facilities in the major parks are being used beyond their

design for attendance, creating a multitude of problems with which all of you are acquainted.

Kentucky. Henry Ward, Commissioner of Conservation, reported:

During the fiscal year 1952-53, which ended June 30, 1953, the Kentucky Division of State Parks expended on operations and maintenance a total of \$1,756,000. Of this total, \$260,000 was provided by General Fund Appropriation and \$1,496,000 was provided by receipts from park activities. These receipts were derived from the operation of food departments, rental of accommodations, sales of souvenirs and other merchandise and from other miscellaneous receipts. With few exceptions, the operations carried on by the Division of State Parks are state owned and operated. Our aim in Kentucky has been to provide good facilities and services at reasonable prices, for both the residents of Kentucky and for out of state guests. It is our belief, that if the state operation of state parks is approached on a business like basis, there is every reason to assume that the resulting services, for the public as a whole, can be much more satisfactory than if handled by any other method. This has been proved to our satisfaction in Kentucky. Since 1942, the percentage of General Fund support for the state parks program has been reduced from 40% to 14% in 1952-53. Present estimates indicate that this percentage will fall to approximately 11% in 1953-54. Since 1948, the State Properties and Buildings Commission has invested approximately seven million dollars in capital development for the parks program. A good portion of this amount has been invested in revenue producing facilities. Had this investment been made for non-revenue producing facilities only, the General Fund support would have increased steadily during this period. Since the revenue collected by the state as a whole has fallen below original estimates for 1952-53 and 1953-54, it is a known fact that had not the revenue from park operations provided funds for operation and maintenance, many activities now being carried on would have been curtailed sharply or cut out altogether.

During the past fiscal year, two new parks operated with full facilities for the first season. Cherokee State Park, for negroes, located on Kentucky Lake, was completed with the following facilities: ten modern vacation cottages, dining room, bathhouse and beach, boat dock, and day use areas. Lake Cumberland State Park, located near Jamestown, Kentucky, was completed with the following facilities: one 15 room lodge with dining facilities, boat dock, ten new cottages, swimming float, and day use areas.

Two new bathhouses and beach areas are now under construction; one at Carter Caves State Park, Olive Hill, Kentucky, and one at Audubon State Park, Henderson, Kentucky.

Louisiana. William W. Wells, Director of State Parks and Recreation, reported:

For the first time Louisiana can point to some very definite progress in the development of the state park system. Legislation was passed in the last session of the legislature changing the state park law and setting up a State Parks and Recreation Commission as a separate state department. While additional funds were not appropriated to acquire additional staff to set up a recreation advisory service as provided in the revised law, it is believed that this is a forward step and that the money will be made available when the legislature meets next May. Even more important was the setting up of an eleven-member policy-making board composed of the Governor and the Register of the State Land Office as ex-officio members and nine appointive members with staggered terms. An excellent, non-political advisory board, which is functioning very smoothly, was appointed by Governor Kennon.

Another development of importance was the passage of a constitutional amendment setting up a Department of State Civil Service which went into effect July 1st of this year. This provided certain standards and qualifications for state park personnel which were badly needed. It also provided for a good salary scale which will attract and hold employees of higher calibre.

The staff of the Administrative Office has been increased by the addition of an assistant director, a professional engineer, an additional accountant and another stenographer. For the first time in the history of the department adequate office space has been acquired.

Other growing pains are as follows:

- (1) Attendance at all of the state park areas has increased by about 25 per cent over last season.
- (2) A great deal of favorable publicity has been secured through the activities of the new assistant director.
- (3) Income producing facilities have been put on a sound financial basis and control in the field tightened.
- (4) A capital improvement program totaling \$335,000.00 is nearing completion. Group Camps—picnic facilities—Major Repairs.
- (5) A cooperative arrangement was worked out with the Museum Branch of the National Park Service whereby their museum laboratory in Washington is making up the background displays and securing exhibit material for the Natural History Museum at Marksville Prehistoric Indian Park. The State Parks and Recreation Commission set up a fund of \$10,000 for the Park Service to spend in the preparation of the exhibits.
- (6) A Park Road Program was submitted to Highway Dept.

Maine. Harold J. Dyer, Director of Parks, reported:

The expansion and improvement of Maine's state park facilities is being continued as a result of a \$425,000 capital improvements appropriation for 1954 and 1955. Two hundred fifty thousand of this is for

further development of the new coastal area, Reid State Park, which features $1\frac{1}{2}$ miles of ocean beach.

A parcel of land has been added to Baxter State Park in the famed Katahdin region increasing this park to 142,790 acres. Facilities for tent camping are being increased fifty percent in this area to accommodate the steadily increasing volume of visitors. Camping facilities are in great demand on all parks and are being expanded as rapidly as possible.

Of interest, is the current construction program of roadside picnic areas by the State Highway Department. Over 125 sites have been completed and funds are available for an additional 75 sites by 1954. These sites are in addition to the 250 lunchgrounds and campsites maintained by the State Forest Service in areas not accessible by automobile.

Interpretation is receiving more emphasis each year with the establishment of additional museum facilities, nature trails, campfire programs and other related activities on various parks. The amphitheatre at Sebago Lake State Park with stage, movie screen and seating for 1000, has been most successful.

Acquisition of lands suitable for future State Park development is our greatest problem. Much remains to be done.

Maryland. James F. Kaylor, Director, Department of Forests and Parks, reported:

The Free State of Maryland no longer provides many of its former services free of charge. During the past year the Commission of Forests and Parks and the State Administration agreed that charges should be made for a majority of services which the public requested. These nominal fees and charges as listed below have amounted to less than 25 per cent of the appropriation for operation and maintenance of the state parks, but are on the increase due to large attendance and more participation by many groups of state park users.

Our parking fee is 25c and 50c; reserved picnic sites—50c and \$1.00; Charcoal—50c (4 lb. bag), fuel (firewood)—25c; Picnic pavilions—\$1.00, \$2.00, \$3.00 and \$5.00, depending on size; Tent camp site—75c per day/\$4.00 per week; car tenting or trailer site—\$1.00 per day/\$6.00 per week; boats—\$2.00 per day, \$2.50 Saturdays, Sundays, and Holidays; Bathhouse—50c includes locker and shower (special reduced rates to organized youth groups); Tea Room—\$10.00 per day, modern cabins—2 party, \$30; 4 party, \$40; 6 party, \$50; and housekeeping, \$32 depending on size and location.

The department received \$473,050 for Capital Improvements during the past year. Much of the construction work was performed by force account through the State Department of Public Improvements. A large share of the facilities constructed in the parks was made through the use of prison labor. The Department of Correction supplies prisoners to the various state park construction projects at a cost of \$5 per man

per day. This includes food, clothing, shelter, transportation, guards, or supervisors—thus, relieving the using agency of all house-keeping problems. We are happy to report today that this program has additional values such as the rehabilitation of prisoners. Many of the prisoners are able to return to their homes after receiving training as stone masons, brick layers, carpenters, plumbers, and other trained jobs. The quality of their work is very good.

Maryland's total park and recreation areas now number 14. The land area has been increased considerably during the past year totaling some 5,555 acres. On this land we had a total attendance record of 1,070,545. In many instances this increase in attendance taxes the facilities which are now being offered for the citizens of Baltimore, Metropolitan Washington, and the city of Washington. For the past year we have a mounting record of contacts through the department's public relations programs, which consist of hundreds of meetings and conferences with individuals and groups. These run into the thousands through the use of press, radio, and more recently in TV programs, which are paying off in such examples as the prevention of destructive fires in state parks. We also believe the program designed to eliminate much of the litter in parks can be accomplished through an all out educational program.

Michigan. Arthur C. Elmer, Chief Parks and Recreation Division, reported:

Michigan this year had the largest attendance ever recorded for its state parks and, in addition, more than 62,000 permits to camp were issued by the park staff. This can probably be attributed largely to beautiful weather, more leisure time, money to spend, and a desire to get outdoors.

The continued use of seven-hundred prisoners in eight prison camps is responsible for much of the success we have had during the year in the maintenance of the parks and in our construction program.

Our total budget, including prison camps, for the present fiscal year is approximately \$1,900,000.

Our construction program involves continued expansion of park facilities, particularly water flush toilets, parking areas, camping and picnicking facilities.

High water conditions continue to cause damage to beaches and shore installations in parks adjacent to the Great Lakes.

One interesting feature of this year's legislative session was a request for a five-year program of capital outlay. This means that we are to submit to the Legislature in January a five-year building and improvement program for parks. It may or may not result in increased appropriations.

The Conservation Commission is concerned with securing a source of income or revenue for parks which will provide approximately

\$1,000,000 annually for capital improvement. We have tried unsuccessfully for five years to secure legislation permitting a charge for admission or parking. We may try again. We are also considering the Minnesota plan for a \$1 sticker. Fifty cents added to each passenger car license would provide a revenue in excess of \$1,100,000 and this too is "in the cards." However, one of the most equitable and justifiable plans now under consideration is to make available the revenues from the sale of gas, oil, and minerals from state-owned land; *e.g.* using the revenues resulting from the depletion of one natural resource to build up another—our state parks.

Education and conservation lost tremendously in the passing of Lee M. Thurston, Commissioner of Education, previously Superintendent of Public Instruction for Michigan, who was an outstanding conservationist as well as an educator.

The Parks Division undertook a unique training school experience this year. The entire field and office supervisory staff, including chiefs of engineering, landscape and architecture sections, were taken on a trip to several of the major parks in the Upper Peninsula for six days using Greyhound busses for transportation. It was the consensus of opinion of the group that they learned a lot more about parks than in the usual training sessions previously experienced.

The Department of Conservation will occupy new quarters by December 1 of this year, bringing together for the first time in fifteen years all of the nine divisions which make up the department. We will be housed in a new air-conditioned, modern state office building.

Minnesota. U. W. Hella, Director of Minnesota Division of State Parks of the Department of Conservation, reported:

The year 1953 opened with Minnesota State Park system of 62 areas and 84,000 acres facing a crisis. Lack of maintenance funds thru the years encompassed by two wars with a top priority state mental health program sandwiched in between left us with a physical plant which was literally "falling apart at the seams," aggravated further by the use exceeding design capacity. Attendance had increased from 1,125,000 in 1940 to 2,250,000 in 1952.

The 1953 Legislature thru their Research Council studied the methods of other States in raising "use" revenue in their respective park systems. Through this comprehensive survey, they arrived at what is now commonly referred to as the "Sticker Act." The Act required—

"No motor vehicle shall enter or be permitted to enter any park unless it has affixed to its windshield in the lower right corner thereof a sticker which is provided for hereinafter. The commissioner of conservation shall procure stickers in such form as he shall prescribe which by appropriate language shall grant permission to use any state park during the year of issue. Such permits shall be numbered consecutively in each year of issue. A fee of \$1.00 shall be charged for each sticker issued. All fees collected shall be deposited in a State Park

Maintenance Fund which is hereby created in the state treasury and shall be used solely for maintenance and operation of state parks for which purposes they are hereby appropriated."

The Act was passed as an amendment to existing laws providing for special service fees, in the closing days of the legislative session. Only one dissenting vote was cast although a number of legislators voiced opposition to it later stating that it had been their understanding that the purchase of the sticker would be voluntary. The law under a general supporting statute is actually enforceable as a misdemeanor.

The successful promotion we believe, was due to a positive attitude taken by all department personnel and more particularly division of State Parks personnel that, "It was a good law, fair to all and necessary to a healthy state park system." Secondly, it was an outstanding job of publicity employing press, radio, and television media by the Conservation Department's Division of Information. Our slogan was "Help Build for the Future." The state press was a bit cautious at first in accepting it, but as the summer advanced, they began accepting it editorially and even defending it. Thru the month of June, we did not insist on positive enforcement. July first, we made the requirement of the sticker mandatory culminating in an arrest shortly thereafter. Although our personnel had been repeatedly warned to avoid arrest action if at all possible, the one arrest, highly publicized, had the desired effect of implementing compliance.

On August 30th, the Minneapolis *Tribune* in "The Minnesota Poll of Public Opinion" in answer to the question:

"This year, for the first time, motorists visiting any of the state parks in Minnesota are required to buy a \$1.00 sticker for their cars—good for the entire season. The money goes to help keep up the state parks. Do you approve or disapprove of this new plan?"

received the following response:

Approve of Plan	67 percent
Disapprove	29 percent
Other answers	Less than 1 percent
No Opinion	4 percent

Director of the poll, Mr. Goldish, reported further "City, town and farm people express similar sentiments about the park Sticker." According to his statistician, probable error in the poll was plus or minus 2 percent.

The 4 percent no opinion reflected the outstanding job of publicity.

Present sales total 70,000. We anticipate an increase to over 100,000 in the next year, and probable increase to over 200,000 in five years. This year's sales were limited by the late start of July 1st and the usual resistance to a new idea taking the form of parking outside of park areas, doubling up in sticker bearing cars, plus the fact that two of our major areas had little use this summer, one, because of tornado damage and the other,

because of major highway construction. Our cost of administering the Act amounted to from $7\frac{1}{2}$ to 10 percent of gross receipts. In low use areas, sales were conducted periodically thru the day in the parking area—in high use areas, sales were conducted at the entrances.

With the \$450,000 loan from Game and Fish Funds provided by the bill which became available July 1st, we began a rehabilitation program covering new roofs, screens, paint, windows, replacing rotted porches, sills, and floors, repairing walks, roads, etc., which at this date is estimated at about 60 percent complete.

We have added to our staff a Landscape Architect and Architect and have begun the second phase of our program—that of increasing our facilities to take care of increased park use load. We are looking forward to bringing up-to-date our area master plans of the late 1930's and planning new areas added since then. These are to be integrated to our long range state-wide planning featuring the Mississippi River Parkway and the Northshore Drive with its outstanding scenic features, from Duluth to the Pidgeon River on the Canadian border. We anticipate also a study of reducing operational costs without sacrificing service through the use of self-serving bathhouses and vending machines. We realize that our planning and hopes can't be accomplished in one or two years and that to a large extent, it hinges on the continued success and perpetuation of the Sticker Plan. We recognize that in another legislative session, it will be amended—as it should be—to iron out the usual shortcomings realized in its baptism. We believe it will be improved and will survive. Accordingly, we predict brighter days ahead for Minnesota's Division of State Parks.

Missouri. W. Ed Jameson, reported for Abner Gwinn, Chief of Parks:

The attendance and use of Missouri's system of State Parks showed a small increase over last year but the trend was not uniform for all parks. The forecast of this time is that 1954 will also continue this upward trend.

Day use of parks showed considerable increase along with a very heavy use of the sixteen organized agency camping areas maintained inside the parks. These factors and also a marked trend toward more family camping made it necessary to give special emphasis to operating forces and improvements and betterments to relieve crowded camping and day use facilities.

Important highlights of 1953 were:

1. Holding of Midwest State Park Meeting.
2. Furnishing of lounge and lobby at Bennett Spring.
3. Continuation of a land acquisition program.
4. Opening of Forest Lake in Thousand Hills State Park.
5. Construction of small reservoirs at Cuive River, Mark Twain

and Pershing State Parks.

6. Extension of seasonal naturalist service to spring and fall.

7. Passage of new legislation.

The management and supervision of Missouri's Parks will be revised in 1954 in line with a legislative mandate which became effective on August 29, 1953. Since 1937 when the administration of parks was under and a part of the State Game and Fish Department an ex-officio board of the Governor, Attorney General and Conservation Director have made up the State Park Board but under the new law a six man bi-partisan board will be appointed by the Governor. The new board will be administrative with certain restrictions as regards the letting of concession contracts. Park revenues under the new law will be earmarked for park use and subject to appropriation by the Legislature. These funds will supplement those appropriated by the Legislature from General Revenue according to constitutional provisions.

New Mexico. Carl A. Freeman, Chairman, State Park Commission, reported:

I probably represent the driest State in the Union—dry, not from the standpoint of liquid refreshment,—if anything we may be a little too wet in that respect—but dry, from the standpoint of water supply in terms of lakes and rivers. By the same token, we probably have the smallest parks department in the United States, with seven parks, four of which are maintained by the Parks Department. Being small, however, hasn't hindered our progress too much. We have all the room in the world for improvement and development.

Another hurdle for the State Parks to surmount in our semi-arid state, is the lack of park-mindedness on the part of our legislators, on whom we must depend for the bulk of our park money. I believe they think the National Park Service should do it all. When speaking of finances, however, I really should use percentage terms because 12 percent increase in your budget sounds so much better than to say "We had an increase of \$250 per month." I would find it much easier to spend a million dollars a year than the thirty thousand dollars I have.

In addition to the Appropriation of 26,000 dollars by the legislature, the State Park Commission has developed a little income, the first since its inception in 1935. We have \$1800 coming in from the rental of office space. This past year we also had some oil royalties, \$1600 worth. We are praying that this oil well does not go dry. Our first concession venture at Bottomless Lakes has brought us in an additional \$500.

The Conchos Dam Site Park, now under the management of the State Game and Fish, did bring in \$4000 in 1943. At that time it was under the State Park Commission, but the State Game and Fish needed some money and an income so it got it.

We were fortunate this year in getting two bills passed by Legislature.

One bill established the City of Rocks State Park, New Mexico's seventh. This park consists of a freak sand-stone formation of rocks jutting out of the ground in the middle of no-where. It will be developed as a day-use area as there is no water or money at this time for a more intensive development.

The other bill I consider of a much greater importance. It changed the number of members on the State Park Commission from three to five. Formerly the Commission consisted of Chairman, the Governor and the State Highway Engineer. This put the State Park Commission strictly in the lap of politics. With the addition of two members on staggered terms of five years each the political influence should be greatly curtailed.

Other accomplishments within our State Parks have included the continued development of Kit Carson State Park for a day use area. The City of Taos tried to sell the State a building adjacent to the Park for a museum at a price tag of \$40,000. When this did not go through, the Artists of Taos got together and bought the building and made a museum and art gallery out of it. Its nearness to the Kit Carson Park makes it almost a part of the Park and it certainly is a very interesting added attraction.

At Bottomless Lakes State Park for the first time since it was built in 1937 we installed a full time caretaker very much over the protest of the Roswell Chamber of Commerce who thought it would not work. The concession was let out as it should be and this year, as stated before, has brought in about \$500.00. The State Highway Department also cooperated in the surfacing of the six miles of dirt road within the park, so that it is now dust-free. The only fault we could find in this is that they built the road too straight and made it a high-speed rate. Since its construction we have had several bad auto accidents.

Our other Parks, all two of them, had to get along with day to day maintenance.

In the office we published a list of camping sites. The first of its kind in the State. This developed from the letters we received from out of State, questions asked by visitors within the parks, and a suggestion from my secretary. This turned into a much larger job than we thought at first as we soon discovered that the demand for this type of information was much greater than we had money to supply.

The Manuelito Project which first came to life in 1939, died and was buried, was dug up this past year and is fast nearing completion. This project is the acquisition of several thousand acres of land from New Mexico, the Indian service, private ownership, and also the State of Arizona which is to be turned over to the National Park Service for development into a National Monument. This is being held up at the present time due to the Discovery at Haystack Mountain by a Navajo Indian of large deposits of Uranium. Of course it will be over my dead

body if the New Mexico Park Commission gives away any source of income.

In other Departments of the State we are fortunate in getting a little recognition and notice.

The Tourist Bureau which spends upwards of two million dollars every year getting people into the State gave us a very nice display on the official State Highway Map. We have also received a lot of promises.

The State Highway Department is becoming a lot more roadside park conscious. The large number of highway accidents is causing them to sit down and think of ways to reduce the fatalities. Roadside parks, inviting the people to stretch their legs, seems to be the cheapest, easiest way for them to do it. It is a shame that they are trying to get the Flower and Garden Clubs to do the maintenance work. The Highway Department should be criticized severely for ducking their responsibility.

The legislature passed a resolution asking the Department to spend \$50,000 on roadside parks. For a State with over 20,000 miles of roadways this is certainly a meager sum. However, it is a start to better conditions along the road.

The State Game and Fish which operates the Conchas Dam Project has accepted control of the Northern Shoreline from the U. S. Engineers and has let a concession contract for the construction of housing facilities and picnic areas. If it does not progress any faster or better than it has since 1943, probably this is a waste of time.

With all of these small items, however, the State Parks of New Mexico are beginning to get publicity, and good or bad whichever the case may be, the Parks are bound to get attention and along with this attention they are going to improve.

The Museum of New Mexico has opened up a new Folk Lore Museum. It is too bad that it is also located in Santa Fe which is overloaded with too much for the tourist to absorb now.

New York. James F. Evans, Director of State Parks, reported:

Both the improvement and the planning of future improvement continued at a steady pace in New York State Parks in 1953.

The season started rather slowly, with a slight lag in attendance, but finished very strong with the unusually hot weather in late August and early September. It appears at this writing that attendance will be 22,500,000, which is slightly more than 1952, and revenues will be about 20 percent higher. Much of this revenue increase, roughly \$400,000, is due to the establishment of a higher parking fee in the current season. Our total revenue this year should run \$2,610,000.

(1) *Metropolitan Area—New York City*

In this area significant progress was made in fulfilling the long term plan for recreational facilities and accesses thereto on Long Island and in the lower Hudson Valley. Legislative authority was received to expand the powers of the Jones Beach State Parkway Authority to take

over the bulk of the Southern State Parkway in Nassau County, and feeders thereto, and to finance by a special revenue bond issue of \$40,000,000 the conversion of this parkway into a six-lane route. This is being done by converting the existing parkway into a three-lane east bound parkway and constructing an entirely new west bound lane, relocating or removing over 200 houses in the process. It also contemplates the widening of the present causeways and the extension of the Meadowbrook Parkway to the north and many incidental improvements. Along with this, the Long Island Commission completed a portion of the Sunken Meadow Parkway Spur and advanced plans for the development of the Sunken Meadow State Park on the north shore.

In the Taconic Region on the east side of the Hudson, legislation was enacted authorizing the transfer of Mohansic Park, of some 1600 acres, to the State Park System, and the big half of the land acquisition was completed for the proposed Sprain Parkway. For this purpose, \$2,000,000 will be spent. Contract plans for the first and most difficult section of this parkway are now underway. It will parallel and relieve congestion on the Old Bronx Parkway from Central Westchester to the Hawthorne Circle. It is proposed to enact legislation creating an authority for this purpose. It is to be financed from tolls at a cost of about \$30,000,000.

On the west side of the river, the Palisades Region has completed paving on the northerly half of the Palisades Parkway, about 13 miles, and extended grading 5 miles down to the Thruway crossing within eight miles of the New Jersey state line. We have spent \$14,200,000 so far with a like sum required to complete. Very substantial progress was also made on the development of the Anthony Wayne Area, a total of \$1,372,000 spent so far, scheduled to be ready for public use by the time the parkway is completed, at a total cost of \$1,750,000.

(2) *Western New York*

The most significant development in the western part of the State was the acquisition of a new state park on Lake Erie, southwest of Buffalo and meant to serve Buffalo and its southerly suburbs. Title has been vested in the land, which is located in the Towns of Evans and Brant near the Cattaraugus County line, about twenty-five miles from Buffalo. Development plans in the amount of \$40,000 are scheduled for 1954. The park has been officially named Evangola State Park.

In the fast-growing Genesee Region, the development at Hamlin Beach has been enlarged, and work is underway or construction let to carry the grading of the Lake Ontario Parkway almost to the Rochester City line. Arrangements have also been perfected with the Federal Government for the use by the Genesee Commission for recreational purposes of the flood basin of the Mount Morris Reservoir. An extensive rehabilitation and improvement of small but important Lake Erie State Park has been completed by the Allegany Region.

(3) *Central New York*

In the Thousand Islands Region, the first small stage of development at the new area on Wellesley Island has been completed and was open to public use in the latter part of the 1953 season. Extensive modernization of obsolete facilities continued at Green Lakes and the Chenango Valley State Parks in the Central New York Region, and this Commission also completed important parts of the development in the new area at Verona Beach. The Finger Lakes Commission made exhaustive studies of required new areas to serve its people properly. As a result, two proposed areas have been approved by the State Council of Parks and are now pending with the Division of the Budget. These are an entirely new area on Cayuga Lake and the proposed transfer of a municipal area at the head of Seneca Lake near the City of Geneva.

Through the cooperation of the Beach Erosion Board, studies were completed at three parks on Lake Ontario that were severely damaged by the high water stage of 1947 to 1952. These were Fair Haven Beach, Hamlin Beach and Selkirk Shores; and contracts were let during this year for the first stage of the corrective works at the latter two locations.

Under our arrangement with the Federal Government—plan cost is shared 50-50 and construction costs are on a basis of $33\frac{1}{3}$ percent Federal and $66\frac{2}{3}$ percent State.

North Carolina. Thomas W. Morse, Superintendent of State Parks, reported:

The North Carolina State Parks are administered by the Department of Conservation and Development through its Division of State Parks. The Division of State Parks is one of seven divisions of the Department of Conservation and Development, the others being:

Commercial Fisheries

Forestry

Commerce and Industry

Advertising

Water Resources

Mineral Resources

The North Carolina State Park System has moved forward on several lines during the past year. One of the most important long range steps taken in 1952 was adoption by the Board of Conservation and Development of a written basic state park policy. This policy defines the basic purpose and objectives of the North Carolina State Park System, sets criteria for the selection of state parks, standards of development, and standards of administration, operation and maintenance.

Considerable emphasis has been given to personnel administration during the past year. Job standards and salary schedules have been improved and a great deal of emphasis has been given to personnel training. One of the most important training features is the Park Super-

intendents' Meeting which is held three times yearly. These meetings are conducted by the park superintendents themselves, who elect their own chairman, prepare the program and keep minutes. This full participation by the park superintendents, plus the fact that these meetings are held in the state parks, make them a very valuable training feature. These superintendents' meetings and other personnel training activities are aimed at giving the park superintendents and park rangers all the training and information they need to assume full responsibility in the areas to which they are assigned.

Several changes have occurred in the North Carolina State Park System in the last twelve months. Two state parks have been dropped from the system. Cape Hatteras State Park was turned over to the National Park Service to become a part of the Cape Hatteras National Seashore Recreational Area. Hiwassee Lake State Park was dropped from State operation and returned to TVA by cancellation of the lease from TVA under which the State operated this area.

Three State Historical Parks were added to the state park system by gift: (1) a tract of land on which will be reconstructed the birthplace of Governor Charles B. Aycock, North Carolina's great crusader for education; (2) a tract of 118.63 acres designated Brunswick Town State Historical Park on which is located the remains of the Town of Brunswick, established in 1725 and, for a number of years, the leading seaport of the Lower Cape Fear area; and (3) Alamance Battleground where the pre-Revolutionary battle between Governor Tryon and the Colonial Militia and the Regulators took place.

The law passed by the 1953 General Assembly setting up the Historical Sites Commission has direct bearing on the North Carolina State Parks. This Commission is now the state agency authorized to evaluate and make recommendations on all historical sites and structures proposed for State ownership, so that all future State Historical Parks must be approved by this Commission.

For the fiscal year ending June 30, 1953, attendance at the 17 North Carolina State Parks and State Historical Parks was 1,238,089. State park users enjoyed a variety of activities, including picnicking, boating, fishing, swimming, camping, hiking, nature study and vacationing, as well as seeing and studying such historic features as Fort Macon and the James Iredell House.

Total expenditures for the North Carolina State Parks for the fiscal year ending June 30, 1953 were \$534,252.22. Of this amount, \$351,809.86 was for operation and maintenance and \$182,442.36 was for capital improvements. Included in the budget for operation and maintenance were earned receipts of \$89,122.03.

Ohio. V. W. Flickinger, Chief, Division of Parks, Ohio Department of Natural Resources, reported:

The Division of Parks, one of the seven divisions in the Ohio Department of Natural Resources, is showing substantial progress in complying with its legislative mandate from the General Assembly to "create, supervise, operate, protect, and maintain a system of state parks and promote the use thereof by the public."

Considerable improvement of physical property has been made as well as new facilities provided. New areas have been placed in operation, but even these are inadequate to meet the demand.

During the fiscal year ending June 30, 1953, the Ohio State Park system of 79,500 acres entertained over 8,500,000 visitors with hundreds being turned away for lack of facilities. In several areas, visitor counts were not taken for lack of full time personnel. It is quite apparent that Ohioans are using their state recreation areas even though they lack development.

For the year under review, the Division concentrated on development rather than land acquisition. Only 45.83 acres were acquired at a cost of \$9,257.66 from Rotary "B" Coulson Bird Sanctuary Funds. Expenditures for the year amounted to \$2,257,802 of which \$700,736 was for maintenance and operation and purchase of land and \$1,557,066 for capital improvements.

Development of facilities is under way on a number of areas. This program, includes the completion of two dams, which impound 2185 acres of water, 27 latrines of a design approved by the Department of Health, four beaches constructed on impounded water, and 5,000 feet of beach opened on Lake Erie. Access road of 1½ miles under construction to another beach on Lake Erie, will be ready in late summer of 1954. There were constructed three service buildings in addition to a dormitory and a dining recreation hall for a 60 man honor camp; 12 portable concession buildings and other facilities; over 3 miles of park roads and parking areas; and picnic areas and related facilities were developed. Over 840,000 cubic yards of silt were dredged from existing lakes to create additional land for public use. Under contract is the construction of 69 utility housekeeping cabins which should be in operation in 1954.

Remodeling of an existing structure is under way which will provide Ohio with another Inn facility. We planted 123,500 trees and shrubs as the Division's contribution to Ohio's Sesquicentennial observance. We purchased tools and equipment aggregating \$78,556.

Plans and specifications are complete and ready for advertisement for the construction of a dam which will impound 100 acres of water at Findley State Park. Engineering contract has been awarded and plans are underway for a dam at Hueston Woods which will create a 600-acre lake.

We planned and submitted to General Assembly a ten year capital improvement program in excess of \$26,000,000.

Legislation affecting the Division consisted of making the temporary Rotary Fund permanent, establishing of dock fees in six areas, a specific

appraisal method on state lease land and appropriation of funds. For maintenance and operation our request was over \$2,000,000 of which we received \$422,500; for additions and betterments, or capital improvements over 5½ million—⅓ of our ten year program plus re-appropriations and received \$4,671,800 of which \$2,013,400 was re-appropriation.

We contemplate a minimum expenditure of \$817,500 for maintenance and operation of which \$375,000 will be from Rotary Funds; for capital improvements over \$2,500,000 which will be for bathing beach development, utility housekeeping cabins, construction of two dams, purchase of a 12" suction dredge, remodeling of a present 8" suction dredge, purchase of heavy earth-moving equipment, construction of roads, parking areas, etc. We expect to purchase over 600 acres of land and develop it within the limits of available funds.

Ohio's park program is developing on a state-wide basis and is not confined to one area or section of the State. Though limited in some respects as to total amount of development, it is considered desirable to provide improvements on the basis of need as funds will permit.

Ohio is planning and building a park system to serve the needs of her citizens and their guests. If adequate funds are forthcoming, the development and use of her state park areas, inherently as fine as any in the Nation, will serve well her millions of citizens.

Ohio. Richard S. Fatig, Superintendent, Division of Properties of the Ohio State Archaeological and Historical Society, reported:

In *Ohio* the historic and archaeological sites are administered by the Ohio State Archaeological and Historical Society, a private, non-profit, membership organization, governed by a board of fifteen trustees, six appointed by the Governors and nine elected from the Society membership.

For administrative purposes, the operation of the Society is divided into five divisions; namely, Research and Publications, Public Relations and Exhibits, Finance, Library, and Properties.

In this report we are concerned primarily with the Division of Properties which is charged with the administration of 56 State Memorials and the Ohio State Museum in Columbus.

Within the division, we have 146 Buildings included in which we have three large museums, 14 historic houses, a completely restored village—consisting of a church, school and 13 log cabins; 17 caretaker residences and numerous shelter, comfort stations, and minor buildings.

In addition to the above we maintain 18 tombs and monuments, foot trails, 12.3 miles of park road, picnic areas and rest areas. The total acreage included in the memorial system is 4,058.

To accomplish this work we are granted a biennium appropriation in the amount of \$511,933 for general maintenance and \$170,200 for capital improvements.

As the Society's contribution to the Ohio Sesquicentennial, the Worthington Mansion in Chillicothe, Ohio was dedicated and opened to the public on May 31st. Over 10,000 persons have visited this memorial up to October 1st.

During our Sesquicentennial year, 1953, up to October 1st, 1,175,000 have visited the various memorials.

Oklahoma. E. E. Allen, Director, Division of State Parks, reported:
1. *Highlights of the Past Year*

The Oklahoma Planning and Resources Board, Division of State Parks, was allocated by the state legislature the sum of \$1,875,400 for the fiscal years 54-55. This amount included funds for both Capital improvement items and maintenance and operation of all State Parks and Memorials.

The proposed five-million-dollar Lodge development program consisting of four separate developments, one to be exclusively for Negroes, has been delayed considerably. However, at the present time concession operator bids are being reviewed prior to awarding to the successful bidder for the operation of the developments.

The over-all attendance in all of the state parks was twice as large as last year's attendance figure.

2. *Organization Changes*

The Oklahoma Planning and Resources Board has set up a new department known as the Fiscal Accounting Division to handle all fiscal matters for all divisions replacing the former set-up of an accounting department in each different division.

The Board has established a central purchasing office to handle purchasing for all divisions.

A central inventory system has been set up and will handle the inventory for all divisions.

The Division of State Parks has divided the State into two general sub-divisions known as the Eastern Division and the Western Division, with a general supervisor for each area operating directly under the Director, Division of State Parks.

3. *Capital Improvement Funds '53-55*

Lake Murray State Park	\$80,000
Quartz Mountain State Park	71,500
Beavers Bend State Park	11,000
Robber's Cave State Park	13,000
Roman Nose State Park	32,000
Osage Hills State Park	48,000
Lake Wister State Park	11,000
Boiling Springs State Park	22,000
Sequoyah-Carver State Park	84,000
Texoma State Park	58,000

Tenkiller State Park	\$40,000
Alabaster Caverns (Capital Acquisition)	40,000
Grand Lake Recreation Areas:	
Honey Creek	9,000
Twin Bridges	7,000
Cherokee	9,000
Clayton Lake	3,000
Lake Heyburn	5,000
<hr/>	
	\$543,500

4. *Acquisition and Development*

Three new state parks were acquired comprising a total of 3000 acres. One of these state parks has within its boundary the only known Alabaster Cavern, some 3000 feet in length, and the area is known as Alabaster Cavern State Park. The area was purchased from funds appropriated by the State Legislature. Tenkiller State Park consists of three areas on the newly dedicated Tenkiller Reservoir. Wister State Park is located on the Wister Reservoir, a Federal Flood Control Project.

Five new recreation areas were acquired by lease agreement. They are:

Clayton Lake Recreation Area

Heyburn Reservoir Recreation Area

Cherokee, Twin Bridges and Honey Creek Recreation Areas

all located on Grand Lake.

Four new Memorials were acquired. They are: Fort Nichols, Fort Towson, Fort Washita and Boggy Depot.

Oregon. C. H. Armstrong, State Parks Superintendent, reported:

The Oregon State Parks have enjoyed an interesting season. While day use has not increased a large extent, the overnight camping has increased 48%. Additional areas have been provided, and a number of new facilities have been constructed.

Contracts have been let, and six completed during the year for overnight camping facilities. Buildings were completed at Armitage Park near Eugene \$5,100; Cove Palisades State Park near Madras \$17,200; complete overnight camping facilities at Humbug Mountain Park and Harris Beach Park in Curry County amounting to approximately \$27,000 each, the Cape Lookout buildings, toilets, water, electric kitchens, etc., amounting to \$50,000, the Cape Lookout road at \$82,100; Saddle Mountain road in Clatsop County \$17,700. An overnight camping area has been contracted at Honeyman State Park in Lane County at a price of \$40,000. Other work increasing the facilities consisting of the construction of 467 tables, 26 fountains, 185 camp stoves, 11 latrines, extending 21,000 lineal feet of guard fence, extending 8,400 lineal feet of water line, planting 13,000 forest tree seedlings, landscaping 26 parking

areas etc., 38 small road improvement projects, and numerous miscellaneous smaller items, all constructed by state forces.

The budget for the year is as follows:

Approved Budget—1953

CAPITAL OUTLAY

Survey for Parks	\$27,000	
Purchase of Real Property	50,000	
Construction and Betterment of Parks	341,865	
Purchase of Equipment—Field and Office	8,000	
Road Construction and Betterment	120,000	\$546,865

OPERATION

Administration and General Supervision	\$97,000	
Park Operation and Maintenance	330,000	
Maintenance of roads and parking areas	27,000	\$1,000,865

The above shows park improvements amounting to \$342,000, as well as \$120,000 for roads, totaling \$462,000. Park operation and maintenance amounting to \$330,000, with a road maintenance program of \$27,000, making a total of \$357,000 in park and road maintenance. The acquisitions for the year amount to 46 acres, including 34 acres addition to the Wallowa Lake State Park, total expenditures amounting to \$60,000.

It is found that overnight camping has increased to such an extent that it is necessary to budget for next year a rather large item to cover the extension of this service. Some of the unimproved camps will be eliminated in which the use has been small and the problem of caring for the campers has been great.

Study of the overnight camping problem has revealed that 48% of the people who use the overnight camping areas were from out of state, and the remaining 53% from our own state. Seventy percent (70%) of those from out of state came from the adjoining states of California and Washington, the remainder scattered from all states of the Union. The use by our own people indicates that they came from the larger centers of population very much in proportion of the population itself. The heaviest use was made of the areas with some unusual attraction, particularly water, where fishing, boating and swimming are provided.

It is planned to construct a facility on the Columbia River Highway about twenty miles east of Portland at an area known as Rooster Rock. This comprises a beautiful sand beach, approximately one mile in length, which will be accessible to the highway user as well as the pleasure boat people. The initial development will comprise the access road and parking area, toilets, water and picnic tables. Future development is planned for the parking of approximately 700 cars, and the necessary facilities to take care of these as well as those who arrive by boat. Ramps

for launching boats are also in the planning.

The parks program for 1954 includes the possibility of some day-use expansion. Emphasis, however, is on the overnight camping use since this type of public recreation is becoming more and more popular in the State of Oregon.

South Carolina. C. West Jacocks, State Park Director, reported:

The total appropriation for the operation and maintenance for the fiscal year 1953-1954 was \$359,692.00. An added appropriation of \$5,235.00 was made available for the maintenance of certain historical sites. There was no general appropriation for capital improvements, however, a special appropriation of \$41,500.00 was made for two earmarked projects.

South Carolina has a total of 22 state park areas. Twenty-one of these are in partial to full development, while one is a land acquisition only and development is still in the planning stage. Six historical sites have been assigned to the Division of State Parks for supervision and maintenance. Within the state park system are 5 areas for Negroes.

In addition to the appropriation mentioned above there is available an item of \$50,000 for the acquisition of a beach area in Charleston County for a state park for Negroes. This appropriation has been available for the past two years but we have been unsuccessful in acquiring a site.

The latest acquisition of 300 acres in Lancaster County will be developed as the Andrew Jackson Historical State Park and all installations and facilities will reflect the period between 1750 and 1850 during which time the area saw the birth of Andrew Jackson, the life of the frontiersman, and the life and culture in the "Valley of the Waxhaws".

The total attendance figure for the fiscal year 1952-1953 was 3,130,694.

The total expenditure for the fiscal year 1952-1953 amounted to:

for operations.....	\$314,203.00
for capital improvements.....	\$ 19,040.00

Last year the Legislature passed a provision whereby the South Carolina Division of State Parks could borrow money or float a bond issue for funds for capital improvements and retire the indebtedness by applying park revenue receipts; however, the measure was vetoed by the Governor.

At Hunting Island State Park there is a Beach Village of approximately 200 lots which may be leased to an individual and he build his own beach house in the State Park. Plans are for a concessionaire, preferably a corporation, to build and operate certain facilities at Hunting Island, starting perhaps with a restaurant and motel and fishing pier.

Three years ago the Legislature enacted a measure whereby the Division of State Parks has to offer to the Division for the Blind in the State Department of Public Welfare, all refreshment concessions in the

State Parks. They have taken over this operation in four parks.

At Croft State Park this Division has entered into a cooperative agreement with the State Wildlife Resources Commission and granted the use of land for the construction of two public fish ponds. Revenue for the construction of this project will receive the aid of the Dingle Bill, No. 64 Sta. 430, Federal aid to states on fishing projects.

Texas. Mrs. Ethel Harris, Custodian of San Jose Mission, read the Report of Gordon K. Shearer, Executive Secretary-Director of the Texas State Parks Board:

Highlight for the Texas State Parks in 1953 was defeat of a bill in the state legislature which seriously threatened park activities.

The bill sought to prohibit the Texas State Parks Board from carrying out a program for building modern lodges on large inland lakes with revenue bonds. Supported by motel operators who mistakenly feared the lodges would hurt their business, the bill fairly sailed through the House of Representatives with a comfortable margin on first vote. Another vote was required for final House passage.

Texas law prohibits any employee to work for passage or defeat of a measure affecting the department in which he is employed. It also prohibits use of any appropriated money or any department equipment for such a purpose. However, Texas State Parks Board members act without pay. They do not come under the restriction. So, headed by Chairman Frank D. Quinn, they set out to defeat the bill. They personally paid the expense of correspondence, telegrams and telephone calls to inform legislators of the true situation. So thorough was their work that to the surprise of the bill's proponents, the House reversed its first action and killed the bill.

Despite delay occasioned to the building program by introduction of this bill, satisfactory progress now is being made toward accomplishment. An act of Congress has greatly simplified matters by authorizing sale to the state by the U. S. Army Engineers of the site proposed for buildings of the Lake Texoma project.

Completion of International Falcon Dam on the Rio Grande (which Presidents Eisenhower and Cortinas will dedicate October 19) has made possible a Texas park on the large reservoir created by the dam. Steps toward setting up this park have been taken. But another proposed dam on the Rio Grande threatens usefulness of Bentsen State Park. Planned improvements there have been held up waiting developments.

Due to lack of funds for immediate development it was necessary that the Texas State Parks Board return 4,348 acres of fine shore-line park and recreational land on the East Side of Possum Kingdom Lake to the Brazos River Authority which was not willing to wait for development of funds which we hope to receive by issuance of revenue bonds. Through compromise, we saved 2,000 acres on the West Side.

Through the cooperation of the State Highway Department, the City of San Antonio, County of Bexar and the National Park Service we have been able to establish a new, more accessible and attractive entrance to San Jose Mission—a National Historic Site.

Severe drouth was experienced in a large part of the State in 1953. This condition drastically affected park attendance, particularly in West Texas and at the parks where fishing is a major activity. Park patronage, however, remained in far better status than general tourist traffic. Figures gathered by the Texas State Highway Department at 13 information centers showed that the travel decrease was greater than that of park use. Texas State Park attendance for the state fiscal year ended August 31, was 3,529,439. The previous fiscal year, which holds the all-time record for park attendance in the State, had 3,803,147.

This decrease of about $7\frac{1}{2}$ percent is in line with the decrease in attendance of professional baseball games in the South and Southwest.

An increasing demand for camping facilities was reflected by the checks at tourist information centers, so the camping phase is being expanded for next year. Group camp use became greater and some of the state park group camps already are booked solid for next season.

Like other cattle owners the Texas State Parks, felt effects of the unusual drouth. Unfortunately, state park cattle were not eligible for the help others could obtain. By culling the state herd of Longhorns, we were able to get the best animals through the drouth, assisted by a timely local rain when conditions were at the worst.

Sacrifice of the buffaloes at Palo Duro Canyon State Park was averted in a way that reveals the public interest in preservation of these great animals. Having no money available with which feed could be bought for the bison, they were offered for sale to the highest bidder. But the sale was called off when Fort Worth oilman Jack Danciger sent in a generous check which started a popular fund to feed the animals. One donor wrote: "I guess my granddaddy killed more buffalo than he should." One donation came in buffalo nickels, collected by a nature study group of school children.

House organs and trade journals were used this year and proved an effective outlet for park information to supplement travel publications and newspaper items. Effective television publicity was gained in a "Texas in Review" program that featured parks. The radio publicity included an entertaining half hour interview with State Parks Board Chairman Quinn answering the questions by Texas' "Roving Banker."

Vermont. Perry H. Merrill, State Forester, reported:

Vermont has 22 state forest parks and 25 state forests upon six of which recreational areas have been established. In 1925 small picnic areas were established on the Townshend State Forest and the Mt. Mansfield State Forest. In 1929 legislation was passed setting up our state park system. The areas vary in size from a small picnic site of 20

acres to the Mt. Mansfield State Forest of 21,000 acres. Here the areas have been developed for picnicking, camping, hiking and skiing. Mt. Mansfield has one of the most extensive ski developments in the east. All the ski facilities in this state forest are on concession lease for a long period of years.

Most of our acquisitions of lands for recreational purposes were made beginning with the Civilian Conservation Corps. The major portion of our park development was with C.C.C. funds and labor.

The use of areas like that in all states has shown a gradual increase. Nearly 500,000 people used our facilities last year. We operate on a service and maintenance fee system of 50c per car collected at the entrance to the park.

In addition, a ten cent charge is made for the use of the bathhouse. Concessions are NOT operated by the state.

We have seven areas which are developed for bathing. The last one, Lake St. Catherine, was acquired by purchase. Before the year is over we are to receive a gift of sixty acres with frontage on a small lake.

Vermont is quite fortunate in having a bountiful supply of springs so we have a fairly easy sanitary disposal problem.

There is a fairly gradual increase in the number of campers. Most of our camping is either on tent floors or in log lean-tos.

Washington. John R. Vanderzicht, Director, State Parks and Recreation Commission, reported:

Because of unusually cool weather in June, Washington state parks had little activity during that month. Beginning on July 4, and continuing through Labor Day, the attendance exceeded last year's record, creating crowded conditions in most of our state parks, especially in the overnight camping areas.

Our move to install metered electric hot plates and propane gas stoves has been well received. We found an automatic "Presto Log"* dispenser met the needs for fuel in some of our more remote areas. These installations tend to cut down on the excessive costs of cutting fuel.

Nearly 28,000 acres was added to the state parks system through donations from the Bureau of Reclamation, State Land Commission, and purchases. Old Fort Simcoe was acquired from the Yakima Indian Tribe and will be restored by the Parks Commission as an historical state park. Permanent displays have been installed in Ginkgo Petrified Forest Museum, and the Fort Columbia Historical Museum will be completed by next spring. Two new ski areas have been added to the state parks system, Squilchuck near Wenatchee and Pilchuck near Everett.

The legislature passed the budget as presented by the State Parks

*A "Presto Log" is a simulated log about six inches in diameter and 18 inches in length of compressed sawdust manufactured in the West by a patented process.

and Recreation Commission and there was no change in our financial set-up.

During the last year, the state has been organized into six administrative park districts, with a supervisor in charge of each district. Also, the position of state parks historian was established to administer our expanding historic sites development.

One or two good state park sites on the Pacific Ocean may be added to relieve overcrowded facilities at our one oceanside park.

Emphasis this past year has been on camping which is increasingly popular in Washington. For example, it was estimated in the annual tourist survey made by the Washington State College that almost 30 per cent of all out-of-state tourists camped while visiting in the state.

West Virginia. Kermit McKeever, Chief, Division of Parks, reported:

The West Virginia State Park System has acquired or is in the process of acquiring some additions which may be of interest to the conference.

These new additions include: Two completely new areas both of which are on the Little Kanawha River Watershed, a tributary of the Ohio, in the western part of the state. These new areas will serve the segment of our population that has heretofore not been able to reach any of our existing areas for day-use purposes.

In the Clarksburg section of the north central part of the state, the park system acquired through the will of Burr Smith, his entire farm consisting of approximately three hundred acres to be developed into a museum park whereby farm machinery and farm tools of the early agricultural days of the state could be preserved. Mr. Smith also left some \$125,000, \$50,000 of which must be invested in the way that it will assure an income for maintenance of the area and the remainder of which will be used for its development.

Blackwater Falls State Park which formerly operated under a lease agreement with the West Virginia Power and Transmission Company was given to the state along with considerable acreage that was not previously under lease to be developed by the Division of State Parks. This area is one of the most scenic spots in the state and we are extremely fortunate in acquiring title to it. At this time we are trying to work out a lease agreement with the United States Forest Service for additional lands to be added to the Blackwater Falls tract for park purposes there. The over-all acreage after this agreement is completed should consist of about 2,500 acres.

After these acquisitions are completed, the West Virginia Park System will consist of nineteen state parks.

During the past year some three hundred fifty acres of land at Harpers Ferry was acquired by the state and turned over to the National Park Service for the development of Harpers Ferry National Monument. This will be the first land within the state that will come under the jurisdiction of the National Park Service.

Our 1953 Legislature passed an enabling act whereby state parks could sell revenue bonds for capital improvements. This authority has not been used as of this time. However, it is anticipated that such will be used in the near future.

Our attendance at state parks during the past year has held at approximately the 1952 level which showed a visitation of about 75% of the state's population. Our revenue from operations was increased by about 10% over the operations for the 1952 fiscal year. Our appropriations by our last Legislature for the biennium beginning July 1, 1953, showed an increase of about 21% for operations and maintenance and a decrease of about 43% for capital improvements. Our legislative appropriation for each of these years was about \$150,000 per year plus our park collections which amounts to about \$165,000 per year giving us an over-all appropriation for operation and maintenance of about \$315,000. Our capital improvement appropriation for the next two years is \$198,000 plus our unexpended balance from the 1951 appropriation.

What is the Best Method of Financing State Park Systems?

STATEMENT

FRANK D. QUINN, Chairman, Texas State Parks Board

THE subject has been pretty well covered by the Roll Call of the States. As we all know, *financing* is the life blood of any worthwhile program. Without adequate finances, no organization, be it religious, civic, charitable, or business can operate successfully. This is an accepted fact well known to all of us.

Our subject is—"What is the Best Method of Financing State Park Systems?" There are, of course, several different methods, namely by direct appropriation from your state legislature; by donation from wealthy patriotic and civic minded individuals; by operation of concessions; admission charges; fees for services rendered; and by the issuance of revenue bonds.

During my fifteen years as a promoter of parks and recreation—as an administrator, and now as a parks board member, both city and state, I naturally have had some little experience in *all* phases of financing state parks. I feel somewhat like the Mississippi Delta cotton planter who was sent to New York City to observe the ramifications of the New York Cotton Exchange and to let the folks back home know about the price of cotton. He spent several days in the big city; observed carefully—exhausted his expense account, almost, and not one single word did he send the folks back home about the future outlook for the price of cotton. The home folks finally became impatient and wired him for his opinion and his predictions. He wired back something about like this—"Some think it will go up, some think it will go down, I do too." That's just about my predicament! *Really it is a job of selling the citizenship and having them inform their legislators as to what should be done.* In Texas, we have a pretty tough time with the legislature. The House of Representatives, numbering 123 members, are elected every two years and there is about a 50% turnover each biennium. As soon as we are able to sell a group of legislators on our State Park program and have their promise that they surely will "help us next session," there is an election back home and they *do not return for the next session*. Then our education program must start all over again. Our State Senators are elected for four-year terms but only once can I remember a Texas State Senator going to the bat for our State Parks program. We did manage to enlist the help of Senator Winfield of West Texas in connection with the appropriation of the necessary funds \$1,500,000 to be used to acquire the land in Brewster County—about 700,000 acres—which is now the Big Bend National Park. He did an outstanding job of "trading out." He had only *one* project and that was the Big Bend. Then, he was

in position to swap votes with all other senators for their various pet projects. In this manner he put it over—but that's the last time we've had any good luck with the State Senate. In fact, the going got so rough a couple of years ago, that I made an unsuccessful race for the State Senate—just hoping to help the Parks.

But what we have tried to do in Texas and are still trying to do has not, by any means, solved the problem. We are going to have to continue to work from every angle. An exchange of ideas is always beneficial and I am hoping that we will be able to develop something worthwhile during this discussion. As far as the State of Texas is concerned, I am firmly convinced that all new developments will have to come through the issuance of revenue bonds and that's what we are working on right now. The amount of our direct appropriation from the State Legislature is negligible. We do get a fairly substantial return from the admission charge to some of our parks and the operation of concessions. Last year we were lucky enough to lease a part of one of our parks for oil which was a life saver. Without that oil money, we would be up against it for maintenance, right now. We expect to continue to lease some of our park lands for oil—also we are going to sell some timber from one of the parks and use this money to rebuild a dam that was washed out several years ago and for which our Legislature has never seen fit to appropriate funds for its replacement. So you see we are using about every method that can be conceived to finance our Texas State Parks.

As to *all* States and the best way to finance their state parks, I would like to give you in a general way the following definite conclusions which I hope may be of some value to this group—

A park system, like a school system, a road system or a public health department is a state activity which is for the good of *all* the people of the State and which, if available, will benefit the State as a whole. Accordingly, a state park system should be supported *in part, at least*, through taxes and appropriations by the state legislatures.

State parks are large enough that special services may be provided in them without interference with the general rights of all the people of the State who may care to use them. These special services should be paid for at a reasonable rate by the people who use them and the special activity should be supported by its earnings.

State parks should not be strictly a promotional scheme planned to draw money from outside the State such as tourist travel—but *on the other hand we should not turn such business down*. Frankly, I do not feel that we have any claim on the gasoline tax, sales tax, cigarette tax, or any other special tax which bears no relation to the functions of a state park.

Admission fees, very nominal ones, may be charged, but such fees should not be so high that a hardship would be worked on any of the entrants, nor that any group would be excluded because of such fees.

This applies alike to the admission fee as well as the parking fee, charges for use of picnic areas, etc. These special services should not be so high that they will *more* than pay for the overall cost of the services rendered. We simply must not get the idea of operating for a profit. Charges that will insure *just a small margin* above an even break should be sufficient. The parks system should not be a Robin Hood to "gouge the rich and give to the poor" sort of organization.

There is a definite advantage in making the tax payer aware that he is helping to support an activity so justifiable as a state park. By the same token, there is a definite advantage in letting the man who has paid an entrance fee or a parking charge feel that the money which he has paid is to go toward making the services which he has received *more acceptable* and *more enjoyable*. After all, we usually get only what we pay for. Everything worthwhile has a cost—either direct or indirect.

So, I think a combination of three methods would be the best—legislative appropriation; admission fees which would include stickers—and service charges; plus revenue bonds for major construction and development. That's what we are trying to do in Texas.

STATEMENT

Hon. George C. Dayton, Florida State Senate, Dade City, Florida

Your discussion here today has been intensely interesting and I have learned quite a bit more about State Parks.

There is one thing that I noted particularly, however, and that is that somewhere in the report of each State Park Director, there came a time when there would be a pause and then a groan which would be followed by the phrase: "And then we went before our State Legislature." Somehow I got the picture of a State Park Director donning a tin suit, grabbing a shining lance, jumping on a white charger and sallying forth to slay the dragon. The dragon, of course, being the State Legislature. So, I would like to say a few words here in behalf of the poor dragons that have been so ably dispatched.

It is the somewhat thankless duty of the Appropriations Committee of the State Legislature to pass on the financial needs of all the departments of state government and it always becomes the committee's unpleasant duty to determine which department's needs come first. Usually there is not enough money to go around. Sometimes an actual deficit is confronting the committee but even the presence of a surplus does not make the task less arduous. In Florida, during the last session of the Legislature, we did have a surplus but it reminded me very much of a fumbled football in a football game, with all the various State departments diving at the football by giving us glowing accounts of how well they could spend the additional funds. Also please bear in mind that many of the department heads of the various state departments are as absorbed and utterly wrapped up in their work as you are in State Parks.

For example, if a person has spent a lifetime working with retarded children, that is the most important thing in their life. Or, if a person has spent a lifetime in prison work, the whole center of his cosmos is the prison system, and so on.

There is another significant thing that must be borne in mind and that is that the legislator is answerable to his constituents back home for everything he does in the legislature. It is very important, therefore, for you to remember when you appear before a State Legislature for an appropriation, that you are competing with practically every other branch of the State government and also that you are asking the legislator to do something which he must in turn justify to the voters, who, of course, are the bosses of all of us.

In this connection, I believe that the State Park program is one of the most undersold programs in State government. I believe that you will agree that those legislators who have State Parks successfully operating in their district, are the most easily convinced to vote for adequate appropriations for State Parks. The first and most important requirement for financing State Parks, is therefore, in my opinion, doing an adequate job of selling the park service to the public. If the public and the legislature understand the nature and objectives of the State Park program, I feel that State Parks can hold their own in competition with other State departments for appropriations. Certainly, it is very important to the public interest that the natural beauty of the State be preserved and that facilities for wholesome recreation be made available to its citizens.

As to the actual mechanic's for State Parks financing, there are three methods in common use. There are: First, financing from an ear-marked source of tax revenue; Second, the self-supporting method or financing by admission charges, special service fees and concession profits and Third, the direct appropriation.

First let us consider ear-marked financing. This method is greatly desired by many administrators but is it sound in principle? In the first place, I doubt if there would be enough ear-marked funds to go around. Some State service probably would be left out. Secondly, ear-marking requires every tax expenditure to have a logical connection with its tax source, such as gasoline taxes for roads, etc. This principle is a double edged sword for soon taxpayers might complain for example that because they had no children in school, they should not be required to pay taxes for the support of schools. Isn't it more logical for each department of State government to receive funds according to its needs rather than according to the amount of taxes collected from a particular tax with which the service may have some connection by strained logic? The third objection to ear-marking is that it often creates a situation where one department of government has more money than it can spend

while another department which does not have an ear-marked source of revenue or not as good an ear-marked source of revenue, has insufficient funds. Now, I will admit, if I were a State Park director, I might seek an ear-marked source of revenue as this would probably be less trouble than any other method from the director's own selfish administrative viewpoint but from the over-all viewpoint, considering the financing of the entire State, the ear-marking system of revenue is inequitable, unsound, unjust and impractical.

As to the question of financing by the self-supporting method, that is, by admission charges, etc., I do not believe that this is a proper method for the reasons: First, that there is a great danger that profit making may become the main objective and that the real basic purposes of a State Park system will be entirely defeated. I think that it is entirely proper to charge for special services that are rendered to the members of the public but I do not think that a State Park should be placed on the same basis as a profit making enterprise. If profit making is to be the main objective, the park will probably turn into a tourist trap and instead of being a goodwill credit to the State, it will be a liability. If a State Park could be properly run as a profit making enterprise, then the State probably has no business in this field and it should be left up to private business to operate it. Second: I do not believe that admissions, special service fees and concession charges are sufficient to properly operate the park system. In Florida, for example, the revenue from concessions and service charges only furnishes 20% of the total cost of operating the State Park system. The State Park is public service and should always be considered as such.

The third or direct appropriation method is, in my opinion, the most desirable method. This places upon the State Park Director the burden of selling the State Park program not only to the legislature but also to the public.

If the public understand and appreciate the State Park system, the legislature certainly will respond by making adequate appropriation as justified by need. I received my indoctrination in the field of State Parks from Mr. Lewis Scoggin and Mr. Emmett Hill of Florida and have found them both helpful in understanding the problems that confront a legislator. I am happy to say that we have increased the appropriation for State Parks in Florida for the next biennium 114%. In other words, the direct appropriation methods works in Florida.

So, in closing, I wish to say that the best and most practical method of financing State Parks, in my opinion, is a general direct appropriation, together with charges for special services. The most important thing, however, is that your legislator and the public be fully informed as to the State Park program and if they are, I feel sure that adequate finances will be provided.

STATEMENT

HON. CLARK GAINES, Secretary, Department of Commerce, Atlanta, Georgia

THE problem I am asked to discuss is:

"What is the Best Method of Financing State Park Systems?"

As state officials, I know you will agree with me that there is no surer way to put one on the horns of a dilemma, than to ask him the "best method" of financing any governmental function: it is like seeking a "painless method" of taxation. Whatever the method used, whether it be by taxation or direct charges for on-the-ground usage, or a combination of the two, the system will hardly meet with universal approval.

Man has been confronted with the problem of devising a satisfactory monetary system and an equitable tax system since the dawn of government. We still are in the trial-and-error stage. Emergencies, be they national, state or local, of necessity alter our methods of raising revenue and the amount needed to meet the conditions.

Affairs of an accumulative nature, dating from World War I, have confronted our Federal, state and local governments with unprecedented demands. Many of the things would have come about in the natural course of development of our national, state and local affairs: two devastating world wars, during our lives, saddled our nation with terrific responsibilities and frightful fiscal problems. We might as well be frank about the situation and admit that the present-day factual outlook does not promise financial relief or peace of mind. As long as a group of men, or one man, sitting in the capital of a nation thousands of miles away from the City of Washington, can by an arbitrary act, keep the world in a state of jitters or precipitate actual war, our taxing methods and demands for money will be uncertain and most unsatisfactory.

But, with all of these difficulties, we still are a resourceful people and are determined to improve our way of living. By and large, we are free spenders: we like to travel, we like good things and wholesome amusement and we do not mind paying for them. And no less is our consciousness of the value and the importance and urgency of good schools, good highways and churches and clean cities and towns and public health services in our cities, towns and rural sections from one end of our land to the other.

Public health work is preventive medicine in the best sense of the word: happily for us, medical science has reached this stage of development and promises greater things tomorrow. Its concomitant is recreation: it would be difficult to find a better substitute for our physical and psychological well-being. Outdoor people are healthy people and happy people with a sense of fair play. So important is recreation to the human family that our mental institutions have recreation departments presided over by experts: this is one of the "must" treatments in those institutions.

It is in the field of recreation that our state parks are of inestimable value to our people: their values cannot be measured in dollars and cents because human happiness and bodily welfare transcend monetary values.

The physical sizes of our state parks enable them to offer a diversity of recreation. This gives them a marked advantage over playgrounds and parks in cities and in towns.

It is the exception now, rather than the rule, when an appreciable number of people in any State do not have, nor can afford the means of visiting one or more of their state parks several times in the course of a year: some can, and do spend their vacations, others week-ends and some their holidays in their state parks. The more attractive our state parks and the wider they are advertised, the faster they will become a vacation-habit with hundreds of thousands of people in their respective States, not to mention the tourist possibilities.

It follows as logically as day follows night that the more good and pleasure the citizens of any State derive from the use of parks publicly owned and efficiently and courteously operated the quicker they will demand that funds be provided for their upkeep and administration: this of course, centers attention of the legislative and executive branches of the state governments on recreational centers. They seldom if ever fail to go along when the public wants and demands something: if either branch of the government hesitates at first, it does not ultimately.

The American people being a generous people, in the broad sense of the term, would not be averse to paying fair charges made for certain uses of our state parks. If they feel they are getting value received, they will go along with their money. Of course, there will be those who cannot pay: indigents, youthful and aged as well as the ill and maimed. Provision can be and ought to be made to take care of these citizens.

With the coming of each day we see the revolution that constantly changing modes of transportation is bringing in our lives: it is changing our economy, our social lives and our political outlook and our conception of morals. We are literally a nation on steel rails, wheels on the highways and on wings. We are nomads within the borders of our respective states and beyond their borders and to a great extent into foreign lands. These things are helping to make our state parks an across-the-street recreation center: as such, their importance to our health and happiness is increasing constantly. The understanding of the value of this form of public service to our people by their respective state governments will enhance as we advance the development of our sense of values in the humanities.

Some States derive more revenue from charges made for use of such facilities as swimming, refreshment stands, vacation cabins, group camps, boating and fishing and other similar facilities, than other States do. This, of course, because some States do not allow their park de-

partments to make such charges. Generally speaking, all States depend in varying degrees on legislative appropriations from general funds.

It has been suggested in some States that a certain percentage of hunting and fishing license revenue be allocated to the maintenance and administration of public parks. This meets with strong and successful objections in some States, especially where the game and fish departments are separate and independent departments of the state government. They doubtless need all the revenue they can get to do the job the people want them to do.

Suggestions have been made that a percentage of gasoline tax money be allocated to the public parks department: advocates of this plan claim that attractive state parks will encourage travel which would increase the gas tax revenue. The highway authorities frown on the idea of allocating any portion of gasoline tax funds to the public parks: some point out that highway department funds are used to pave roads and construct bridges and for the maintenance of both within public park areas. And when this is done, highway funds ought not to be used any further on public parks.

It is my understanding that some state parks are operated under concession contracts. The wisdom and value of the concession method, the practical aspects and public policy involved, doubtless depend upon the individual situation confronted in connection with the particular parks so administered, and these are matters that require, of course, the careful consideration and decision on part of the state park administrators. As a general policy, charging moderate fees for certain park facilities is manifestly a just and proper means of deriving revenue to help defray expenses incident to the upkeep and administration of our public parks.

States are finding that the need for public parks near their more densely populated areas is increasing in urgency. The stress and strain of our mechanical civilization is such that people living in congested centers need recreation and breathing space more than ever before. But the stresses and strains of modern living now extend, although in some lesser degree, also to the small towns and rural sections, along with the need for recreation and reconstitution, and these citizens too need public parks. In fact, such recreational areas are invaluable to our people irrespective where they reside.

Investment of public funds over the years in our public parks run high into the millions of dollars: it is the duty of state governments to care for these investments in the same way that they care for their highways, bridges and public buildings. Public parks serve the people to an advantage in many ways: in fine, they are assets of great values when reckoned in terms of health, mental and physical of our people. Maintenance of public parks is, on the part of the state government, the carrying out certain of its responsibilities to its citizens.

Looked at commercially, properly operated state parks are a major attraction to tourists. One of our States is so conscious of the value of state parks as a means of helping to realize heavy revenue from tourists, that it is almost literally a state-park-conscious State. The statement has been made that its tourist business ranks in dollar value with its industries, its oil, livestock and agriculture. Not to minimize in anywise the greatness of that State and the foresight and progressiveness of its citizens, but, as the saying goes, what does that State have that most other States do not have? Those that do not have as much to offer visitors or their own citizens, perhaps have more in reality than they are now using in the way of state parks.

As long as state parks are strategically located from a geographical standpoint, they will be available to a State's citizenry, and the legislatures will more readily appropriate money out of the general fund for their operation. If the departments of public parks can devise methods for charging for certain facilities without defeating the purpose of state parks, so much the better. Revenue from these sources can be put into the State's general fund, or expended and accounted for, but used solely to supplement funds appropriated by the legislatures, but the total amount should in no wise exceed a fixed annual budget.

Finally, the value the people of the respective States put on their state parks and the attitude of the legislatures and governors about this kind of public service, will determine how they will be financed and to what extent. Each State will of necessity be governed by circumstances peculiar to its problems: no two States have identical problems. Their methods of raising revenue vary and the amounts needed vary and their ideas of value of certain state services vary. These will be the determining factors in the future of state parks as with other public services rendered by the States.

For the officials and their co-workers in the departments of state parks, theirs is the job of selling the unquestioned values of state parks to the citizens of their States and specifically to their governors and legislatures. It is a pleasant and worthwhile undertaking. I am sure your approach will be such that you will succeed in keeping with the value of this service to the citizens of your respective states.

EDITOR'S NOTE.—In 1952 there were more than 1,800 State Parks, Monuments, Historic Sites, and other types of recreation areas totalling nearly 5,000,000 acres in the 48 States, used by nearly 150,000,000 visitors.

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